



**HMIC Inspection Report  
Lancashire Constabulary**

**October 2007**



*Lancashire Constabulary – HMIC Inspection Report*

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## Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

### Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

<b>HMIC risk-based frameworks</b>
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an Excellent grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## Developing practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

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## Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

<b>Planned Inspection areas</b>
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

## Force Overview and Context

### Geographical description of force area

The county of Lancashire covers an area of 2,000 square miles with 125 miles of coastline. There is a mixture of rural and urban communities including four major conurbations: Blackpool, Preston, Blackburn and Burnley. There are two university cities, Lancaster and Preston; the latter is the seventh largest in the UK. There are 14 local authorities, 2 of which are unitary authorities and 12 are districts of Lancashire County Council. The county has a significant transportation network, with five major motorway links, busy seaports at Heysham and Fleetwood, the main West Coast railway line and increasing air traffic using Blackpool Airport.

### Demographic profile of force area

Lancashire's resident population is approximately 1.5 million with an estimated 40,000 people travelling into Lancashire each day to work and approximately 1 million visitors per year. Of the population, 6.6% is minority ethnic. Asian heritages predominate and concentrate in the east of the county; Blackburn with Darwen has one of the highest minority ethnic populations (22.1%) outside London. In addition, there has been a marked increase in the number of migrant workers, students and asylum seekers, most of whom are not included in the population statistics. In general, the economy of the county is strong but there are areas of chronic deprivation. The regeneration of Blackpool has been set back by the decision not to site a casino there.

### Strategic priorities

The constabulary's "Ambition" remains "to be the best police service in the UK" and the new imperative to build resilience is reinforced by the four strategic priorities:

- Protective services;
- Quality of service;
- Diversity; and
- Neighbourhood Policing.

Taking account of operational and organisational intelligence, the key priorities for the police outlined in the National Community Safety Plan and wide consultation with the public, the police authority and constabulary have agreed two policing objectives for 2007/08, and identified a number of areas for emphasis.

Objective 1: To reassure the public, particularly protecting those who are vulnerable.

*By providing high quality, flexible and responsive policing services which give emphasis to:*

- Accessibility and visibility;
- Anti-social behaviour, including alcohol-related behaviour;
- Diversifying our workforce;
- Equitable service delivery;
- Positive engagement with young people;
- Road policing;
- Safer environments; and
- Support of victims and witnesses.

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Objective 2: To reduce and investigate crime, particularly those offences that are of concern to the public.

*By providing high quality, flexible and responsive policing services which give emphasis to:*

- Acquisitive crime;
- Counter-terrorism;
- Crimes arising from prejudice (hate crime);
- Crimes associated with Class A drugs;
- Offences brought to justice;
- Serious and organised criminality;
- Critical incidents and major crime; and
- Violent crime, including domestic abuse.

### **Force developments since 2006**

Steve Finnigan was appointed Chief Constable in March 2007, after a little more than two years in an acting capacity. Mike Cunningham has been appointed as deputy chief constable (DCC) having previously served as an assistant chief constable (ACC); Jerry Graham is acting ACC (specialist operations); Wendy Walker is acting ACC (territorial operational and criminal justice); and David Brindle is the director of resources.

More than 6,000 people work for Lancashire Constabulary, comprising 3,647 police officers, 2,215 police staff, of whom 417 are police community support officers (PCSOs), and more than 1,000 voluntary staff, 380 of whom are special constables.

The constabulary has a highly devolved structure to deliver a locally focused, intelligence-led, problem-solving style of policing through six territorial divisions (BCUs), two headquarters divisions and support departments. The operations 'H' division was created in April 2007 by splitting operational support from serious crime investigations. 'H' division has responsibility for the control and direction of the majority of the constabulary's operational support. 'G' division has retained responsibility for counter-terrorism, public protection, covert protection, serious and organised crime and the force major investigation team (FMIT). The savings realised by the restructuring, together with an increase in the council tax precept, will be reinvested to increase the resilience of protective services while preserving both response and neighbourhood policing. Greater resilience would have resulted from the voluntary amalgamation with Cumbria Constabulary but this did not happen because the Government was not able to reconcile very different council tax levels for the two areas.

The constabulary is actively involved in 14 crime and disorder reduction partnerships (CDRPs) and 3 local area agreements (LAAs) and makes regular contributions to the development of national policy.

## Findings

### National summary of judgements

	Excellent	Good	Fair	Poor
<b>Neighbourhood Policing</b>				
Neighbourhood Policing	6	14	21	2
<b>Performance management</b>				
Performance management	6	29	8	0
<b>Protecting vulnerable people</b>				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

### Force summary of judgements

<b>Neighbourhood Policing</b>	<b>Grade</b>
Neighbourhood Policing	<b>Excellent</b>
<b>Performance management</b>	<b>Grade</b>
Performance management	<b>Excellent</b>
<b>Protecting vulnerable people</b>	<b>Grade</b>
Child abuse	<b>Good</b>
Domestic violence	<b>Good</b>
Public protection	<b>Good</b>
Missing persons	<b>Good</b>

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## Neighbourhood Policing

GRADE	EXCELLENT
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- Increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- Access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- Having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

Neighbourhood Policing in Lancashire Constabulary was graded as Excellent by HMIC in the 2006 baseline assessment. In this area, Lancashire is widely perceived to be a beacon force and in the last 12 months has been visited on no less than 34 occasions by other forces and outside bodies looking specifically at Neighbourhood Policing across the constabulary area.

The future focus for the constabulary will be on contributing to the development of neighbourhood management and multi-agency problem solving (MAPS) teams. The citizen focus agenda and the Lancashire Connect programme will provide context and strengthen Neighbourhood Policing. Restorative justice is also an area for future growth particularly with 'Peer Courts', as is the development of the anti-social behaviour Respect agenda.

Lancashire has continued its Neighbourhood Policing programme plan, which is linked to project plans in respect of PCSOs; divisional project plans; marketing and communication plans; and a costed finance plan. In addition, the constabulary has a problem-oriented partnership (POP) steering group chaired by the DCC that meets quarterly and that has

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been allocated £100,000 from the Proceeds of Crime Act fund to be reinvested into the community, developing Neighbourhood Policing and tackling anti-social behaviour.

The constabulary is further strengthening the arrangements to support multi-agency neighbourhood management. Processes and structures are being focused on a shared agenda that will involve ceding resources where appropriate to neighbourhood managers in order to achieve shared priorities and neighbourhood enhancement. These issues will impact on any future assessment of partnerships, and what has already manifested itself is that progress is slicker in an environment where there are unitary as opposed to two-tier local authority structures. There is now a regular and consistent investment by partners in community safety. The neighbourhood management ethos is being fully embraced by the constabulary and its partners with the links to the wider regeneration and deprivation issues.

PACT (police and communities together) is essentially an environment for engaging, tasking and co-ordination at neighbourhood level with the direct involvement of members of the community. Other public agencies are involved in PACT and level 1 tasking and co-ordination in MAPS teams. POP provides a mechanism for the management of meetings and for establishing agreed actions and goals. Opportunities to escalate local issues are available through the divisional tactical tasking and co-ordination and CDRP delivery groups, with operational support in the form of neighbourhood management teams and additional support from level 2 resources as required. The constabulary control strategy is driven by local issues to some degree.

The constabulary sees the mainstreaming of neighbourhood management as an issue for the national agenda, developing what are pockets of activity based on a shared assessment and community involvement in reducing re-offending and the delivery of justice. At the time of inspection, 75% of conditional cautions being administered nationally are being delivered in Lancashire. A number of benefits have been identified, including the fact that the victim gets immediate redress and that satisfaction levels are very high. The constabulary aim is to achieve a situation where the criminal justice process enhances the feeling of well-being.

Good practice is collated centrally where it is moderated and quality assured. At the time of inspection, there were 64 examples of good practice, 15 of which appear on the national Neighbourhood Policing good practice database. These are included on the constabulary intranet, which provides a comprehensive reference support for Neighbourhood Policing. The Lancashire Constabulary internet website has also been redeveloped and all officers have been provided with internet access. The Neighbourhood Policing element of this site includes neighbourhood profiles, partnership and neighbourhood team newsletters and performance information linked to the constabulary data systems, which ensures that the information is up to date.

The constabulary strategic assessment is effectively a joint assessment that reflects the needs of the partnership arena taking neighbourhood management and the CDA review into account and enabling partners and CDRPs to develop processes in line with the National Intelligence Model (NIM). The strategic assessment is structured in a way in which it can provide a local and countywide perspective and is provided in a format for sharing with CDRPs, and joint assessment at levels 1 and 2. Four out of the six divisions have partnership analysts supporting the joint assessment process. The process is being further developed with Lancashire County Council.

As part of the inspection process, a telephone survey of 100 randomly selected residents was carried out, consisting of six questions about their experience and view of how Neighbourhood Policing is being delivered in Lancashire. The responses gave a positive indication of the service given by the constabulary; four of the six indicators were above the national average range; one fell within the range; and one was slightly below the range.

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## Strengths

The constabulary has maintained its focus on Neighbourhood Policing. There is strong leadership at both chief officer and divisional level. The drive remains around the areas of community engagement and quality of service.

The priorities and arrangements for Neighbourhood Policing in Lancashire are providing the public with access to local policing, enabling local people to set the agenda offering opportunities to influence local priorities, working with partners to deliver positive interventions, tackling priorities identified by local people and providing answers to the public on what has been done. The development of the MAPS teams has been instrumental in the continued improvement in performance. Partners feel valued and see a position that is wider than the police agenda. The focus is seen as proactive rather than reactive.

The constabulary has worked with Nottingham University to develop a model to identify priority neighbourhoods in the areas of greatest need. Identification of priority neighbourhoods followed the analysis of demand across the range of public services, taking on board wider deprivation issues using data from partner agencies in the Lancashire County Council multi-agency data exchange (MADE).

The number of identified neighbourhoods within the Lancashire area now stands at 1,004, which has increased from the 2006 level of 986 neighbourhoods. The number of neighbourhood teams has reduced from 242 to 231 over the same period, which reflects flexibility at divisional level over the identification of priority neighbourhoods reflecting changing circumstances and the movement of resources into those priority areas.

Lancashire supports the development of inter-agency neighbourhood management and participates, for example, in shared neighbourhood teams involving a neighbourhood co-ordinator, a neighbourhood engagement officer, neighbourhood capacity officers, neighbourhood policing sergeants, community beat managers (CBMs), community support officers, registered social landlord and accredited anti-social behaviour officers.

There is a common standard of implementation of Neighbourhood Policing across all six divisions within the constabulary area. Enhancements since last year include broadening and deeper relationships with partners and agencies; progress in the transition towards neighbourhood management aided, for example, by the availability of neighbourhood renewal funding (NRF) in two of the three boroughs within the Pennine division; and more focus on priority neighbourhoods, the most deprived wards and super output areas.

Neighbourhood Policing is one of the four key priorities for the constabulary. Following the HMIC report *Closing the Gap*, the constabulary and the police authority have invested in the development of capacity and capability in respect of level 2; however, this is being achieved without the loss of resources in Neighbourhood Policing. In 2007/08 the constabulary is investing in an additional 34 neighbourhood sergeants and has benefited from an additional 236 PCSOs under the Neighbourhood Policing Fund. The strategic direction for the constabulary is outlined in the *Blueprint 2* report, which sets the agenda for development and sustainability.

Lancashire has achieved 100% coverage in respect of Neighbourhood Policing. The constabulary has developed a methodology for identifying neighbourhoods, which was subsequently applied to each of the six divisions in agreement with partner agencies and members of the community. Increasingly, Neighbourhood Policing is being developed within the wider context of inter-agency neighbourhood management.

The target for recruiting PCSOs was 417 by 30 April 2007, and this has been achieved with no apparent loss in the quality of applicants. In total, 519 PCSOs have been recruited by the

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constabulary since 2003. In order to achieve its target, Lancashire did not use the national process for recruiting PCSOs, applying a problem-solving approach to difficulties faced. The initial application form proved to be a blockage; therefore, after basic screening, applicants were invited directly to the assessment centre stage of the process. Vetting took place after the initial assessment.

Local authorities have invested in a total of 176 PCSOs (an annual equivalent of £2,000,000 on the constabulary budget).

Governance for the development of Neighbourhood Policing is strong. The citizen focus steering group oversees and binds the progress of a number of related programme boards, including those for Lancashire Connect; Quality Counts; Diversity; and Neighbourhood Policing. The corporate improvement agenda has focused on this area and Neighbourhood Policing features in the ACC (territorial operational and criminal justice) quarterly performance review process. In addition, the Neighbourhood Policing programme is managed using PRIDE (Project, Initiation, Delivery and Evaluation) methodology supported by corporate, divisional and core implementation team meetings. There is a rigid reporting structure that drives delivery.

Lancashire has identified a number of organisational outcomes in respect of Neighbourhood Policing. They are shown in order of priority: increased public confidence; increased feelings of public safety; and reduction in crime and disorder. The involvement by the constabulary in the national reassurance policing pilots provided a clear view of the links and interdependencies between these areas and shows an understanding and belief of the need to “take people with you”.

The constabulary has developed a community information reassurance collection system that helps to drive problem-solving activity. Intelligence activity is not seen as being about the processes but about widening relationships from a police perspective to a partnership and community perspective. Within this context, Neighbourhood Policing is not so much a project but an expression of how business is done.

In a number of divisions, neighbourhoods have fixed visibility plans, which provide information about specific tasks together with providing a fallback position for any staff aligned to the neighbourhoods.

Lancashire has taken some value from the work undertaken during 2005/06 in preparing for the proposed amalgamation with Cumbria Constabulary. A dedicated team continues to work to manage the implementation and development of Neighbourhood Policing, which has been extended to include the development of the citizen focus agenda and the Lancashire Connect programme.

The community, partners and the constabulary see Neighbourhood Policing in Lancashire as being about working alongside other agencies to create confident and safer, more secure neighbourhoods where local people know that the police and partners understand the issues that matter most to them and are able to tackle them together.

Recognition is given to staff across the organisation, including special constables and volunteer members of staff. This includes both a special constable and a volunteer being nominated for a Ferrers Award.

ICT support for Neighbourhood Policing is delivered in three strands: enabling routine access to systems in all police premises, including satellite accommodation; providing mobile data for routine access when on patrol; and access to an increased number of applications on those systems. Facilities are being rolled out in conjunction with the work of

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the estates department to satellite offices using a broadband-based solution that is secure, flexible, immediately available and cost-effective.

The constabulary is pushing the use of voluntary attendance at police stations to take elements of the process away from custody areas and into satellite police stations, thereby keeping police officers working in the community. In addition, fixed penalty notices, conditional cautions and restorative justice is being promoted for the same purpose. Street restorative justice is being developed for the specific purpose of enhancing the impact of Neighbourhood Policing; however, an impact of this is that it does not generate sanction detections. The constabulary is looking closely at the relationship between various types of disposal and re-offending rates. Street restorative justice can feed into the work of PCSOs.

The constabulary engages with partners within a framework that involves every level of the organisation. The strategic crime reduction board involves executive level representation from agencies from across the Lancashire area and has had a primary focus around public service agreement (PSA) 1 targets, but is now being restructured to deal with issues relating to community safety and reassurance. Local strategic partnerships and CDRPs form the basis for neighbourhood management collaboration at divisional level, supported by multi-agency partnership support teams informed by community priorities as expressed by the PACT panels. These formalised partnership structures are supported by NIM-based mechanisms built around an intelligence requirement that involves the top-down and bottom-up communication flow and expression of priorities.

Partners were universal in their acknowledgement and praise of the constabulary's stance in respect of partnership activity. There is clear evidence of effective joint problem solving focusing on local priorities that are determined through the involvement of both partners and members of the community. The strong focus on criminal damage in the Ribble Valley, with the use of joint analysis and partner resources, is a good example of this.

The use of resources has continued to improve in recent years, with a greater clarity of roles. This includes the integration of partners such as residential social landlords.

The development of Neighbourhood Policing to neighbourhood management is understood and has been welcomed. There was an acknowledgement that partners such as the local authority had not kept up with the police in the recent past, however this is changing as can be demonstrated through the integration of local authority staff, such as grounds maintenance in ward-based neighbourhood management. This needs to be developed further with the availability of resources other than the police outside of normal office hours.

There were numerous examples of the effective promotion of neighbourhood management, a number of which are shown below:

- Prevent and deter and catch and convict meetings have been combined and partners now attend one meeting (POPO) instead of a number of meetings.
- Neighbourhood management group (NMG) seen as being effective at looking at the higher level issues – PACT focus on micro-management. Clear evidence of an appropriate focus. Chaired by a resident – vice chair from local services.
- Within Eastern division, the management gap identified between the local strategic partnership and neighbourhood level teams has been filled with the introduction of five hubs or neighbourhood co-ordination units. These hubs are supported by co-located teams with governance provided by local partnership groups, each chaired by officers and supported by deputies from different agencies. Meetings with the local Member of Parliament have become stronger and more frequent and assist in keeping things moving forward.

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- Blackburn with Darwen local authority is seen as very supportive – agenda is to move local arrangements increasingly towards true neighbourhood management in partnership. Belief among members of staff is that neighbourhood level operations are carried out to an excellent standard – supported through feedback from other sources, including members of the public.

The application of Neighbourhood Policing across Lancashire takes place within a framework of NIM and POP compliance and follows a six-step model: know your neighbourhood, engage with the public to identify priorities, engage with partners, local neighbourhood action driven by PACT panels, divisional action, review progress and communicate results. There is an extensive network of key individuals within the divisions, which enables an informal means of regular communication and feedback with communities. The constabulary also conducts the detailed Opinion surveys on public confidence and satisfaction issues.

Structured two-way joint tasking is an integral part of the NIM process and evidence of this can be seen in the work of PACT panels, MAPS groups and divisional level 1 tactical tasking and co-ordination group meetings. At level 2, joint tasking takes place at the strategic level through the strategic crime reduction board and at the tactical level by CDRPs. Tasking meetings are chaired by the neighbourhood managers or the police.

The basis for community engagement is the PACT process. PACT meetings provide the focus for developing community intelligence and converting it into meaningful and relevant actions endorsed by communities. These processes are supported by the PACT collection plan. The PACT meetings take place in geographical neighbourhoods and form the basis for engagement in specialised areas and with non-geographical communities and hard-to-reach groups. Neighbourhood policing officers also attend other public meetings. Other agencies are beginning to adopt the PACT model. Support and the level of engagement from communities throughout Lancashire are very strong.

The EPIC x PPP template is used to identify priorities at PACT panel (multi-agency tasking and co-ordination group) meetings. PACT priorities are agreed locally then taken to the CDRP for action as appropriate.

There is a constant feed of PACT priorities into all levels of intelligence development. The constabulary is now more open about linking into partnership analysis and about widening the issues. The intelligence network is a product of developing relationships with agencies, key individuals and the wider community. Effectiveness is about quality of contact and good communication.

Members of the community know how to access services and this includes the name and contact details of neighbourhood officers, details of PACT meetings, etc. The development of communications has been significant, ie website. The development of PACT meetings has helped give the community a real say in priority setting. The meetings have an appropriate balance between elected members, relevant agencies and the community. In some rural areas, parish council meetings take the place of PACT meetings. Meetings are used to review progress and sign off actions, with appropriate feedback provided to the community via newsletters and the media. Community consultation is valued with evaluation built into budgeted projects, particularly in respect of SRB and NRF funded projects. The significant improvements in engaging and communicating with all communities are evidenced via the PACT meetings with the Asian communities.

In Blackburn with Darwen, the local authority leads on the development of the 100 voices consultation model where 100 people are identified at random and invited to attend an all-

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day meeting with an open agenda. There have been some real benefits from this exercise and the model is now being taken into neighbourhoods.

Lancashire adopts a structured approach to youth engagement through schools, which is about a message of 'Give respect – Get respect'. There is a primary focus around anti-social behaviour and communication centres on solving problems. The work carried out by the constabulary with children in primary education has been recognised by ACPO as good practice.

The constabulary is into the second phase of a two-year plan, which has three core bases for communication: internally sustaining the commitment to Neighbourhood Policing, making it core business on a day-by-day basis; messages to partners and members of the public about continued investment by the constabulary in Neighbourhood Policing; and providing value for money and continued innovation integrating Neighbourhood Policing with other business areas, eg level 2 operations (Nimrod). Lancashire has had support and resources from media colleagues across Lancashire, eg the Burnley Express Group.

There is a comprehensive network of key individuals with whom members of the constabulary communicate informally on a regular basis and who also provide a conduit for members of the public to contact the police. Formal communication takes place over the development of policy, plans and strategy through independent advisory groups that routinely provide advice on operational matters. The accessibility of officers based in satellite accommodation and in community vans facilitates good communication with members of the public.

All of the six strands of diversity feature in the constabulary diversity strategy. Community-based officers are being trained in signing to improve communication and PACT meetings take place for deaf people. There are approximately 30,000 people from Poland currently living and working in Lancashire and a Polish PACT panel has been established that at the moment is dealing with specific issues within that community, and reducing vulnerability by making information available in different languages. The diversity unit is linking into recruitment to widen the skills base within the constabulary, eg in terms of languages and religious knowledge.

MAPS-type teams that have existed at borough level are now being established to support specific neighbourhoods. The sovereignty of police resources is being passed to neighbourhood managers from other agencies when the situation demands.

In Pennine division, Operation Hotspot is a multi-agency response to the problems associated with deprived areas and hotspots of crime and anti-social behaviour. The areas are identified following analysis of information from MADE, and there follows a six-week clear-up, with CBMs and PCSOs at the forefront and involving local consultation. A number of learning points were taken from the first such exercise.

The inspection process saw the outcomes of effective community engagement with a visit to the Larches estate in Preston. During 2006 there was a significant increase in crime and nuisance disorder on the estate. Concerns were raised to the police through a number of local forums. A problem profile was developed using information and data from other agencies, local businesses and residents. A community/multi-agency approach was adopted and the PACT meetings, resident's committees and police surgeries ensured effective engagement of the community. A number of tactics were employed including, for a period of time, the use of a dispersal order. The approach had a number of key successes, which are evident when visiting the estate. These include a reduction in crime and disorder incidents; a reduction in the fear of crime; a feeling of pride in the area; and a forging of key partnerships. People had a clear sense of pride and achievement. This is a clear example of

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community engagement being a key enabler for a problem-solving approach that delivers results.

Operation Nimrod is now feeding back information to communities and CDRPs with regard to drug dealing in their areas. Chorley CDRP immediately directed funds to improving environments susceptible to criminal activity on the basis of evidence presented to them from Operation Nimrod. Intelligence products are also being delivered to the relevant divisional senior management team for developing the activities of CBMs and PCSOs in partnership.

Community action plans determined by the community are used to drive activity. This follows on from the development of PACT meetings to include youth and street PACT meetings, which is seen as a positive step forward.

The structure of the strategic assessment was reviewed in October 2005 to include community issues, and further developed in October 2006 to include community issues in the control strategy at levels 1 and 2. The benefits of the current process are that it produces a concise document that addresses issues raised from the bottom up; it informs the control strategy evidenced by recent discussions concerning firearms and alcohol-related issues at level 2 strategic tasking and co-ordination groups and the implications for the constabulary control strategy. The bottom-up approach allows divisional analysts to reflect a whole range of issues, and one document with a chapter for each division makes the message clearer and more influential.

Within the divisions, where strategic assessments are created jointly with the CDRP, ie Northern, it was agreed to joint fund an analyst. The individual works in a police station and shares multi-agency information, which is fed into the strategic assessment. Other divisions work in a similar way and the combined information then feeds into the constabulary strategic assessment.

Where CDRPs work well, most would put this down to the effectiveness of the MAPS groups that provide a taskable operational arm to the work of the CDRPs, together with their themed working groups and the ability to deliver hard-edged performance.

Intelligence from communities is treated in the same way as any other form of intelligence and subjected to the same process management. Nominal records are created in the same way, and this consistent approach has benefits when managing management of police information (MoPI) requirements.

Special Branch (SB) strategic assessments are produced to provide a rich picture in the form of a community mapping project rather than as SB covert work. There is clear ownership at divisional level and clear intelligence requirement and processes in place for collection at the local and corporate levels. A counter-terrorism strategy group is chaired by the ACC (territorial operational and criminal justice).

Lancashire made an application to be involved in the second wave of the implementation of the single non-emergency number before the funding was withdrawn. The work has been incorporated into one of the five elements of the Lancashire Connect programme.

Criminal investigation department (CID) supervisors are changing the culture of staff to start focusing on PACT, restorative justice, POPs, etc. By using the case management system, each CID team is more able to support Neighbourhood Policing-related issues within their investigations.

The effective implementation of the NIM at neighbourhood level has been enabled by the availability of effective briefing facilities on the Sleuth computerised operational intelligence

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system. ICT development is taking place to provide specific neighbourhood-level briefing pages. PACT panel tasking meetings ensure that resources are deployed and held locally accountable for the delivery of services consistent with local needs. Officers are further influenced by the constabulary strategic assessment, which incorporates divisional considerations. The deployment of neighbourhood resources is determined by the analysis of top-down and bottom-up flows of intelligence. The development agenda is based on good practice identified in the divisions. Sleuth is being adopted by Cumbria Constabulary, which has had some implications on development capacity.

The constabulary deals with 'intelligence from communities' and not 'community intelligence'. Analysts in the divisions are supporting Neighbourhood Policing in a number of ways: the identification and prioritisation of neighbourhoods; mapping neighbourhoods; integration of neighbourhood issues into level 1 tactical assessment; and involvement in the evaluation of Neighbourhood Policing in terms of performance, effectiveness and impact of resources.

The role of neighbourhood inspectors is highly valued and viewed as a key factor in the success of neighbourhood management. The continuity of staff is seen as a key issue in developing relationships.

The constabulary continues to identify learning needs in respect of staff delivering Neighbourhood Policing and is addressing those needs. The constabulary training plan has provided a solid foundation. Work continues in respect of delivering a wider focus including the areas of investigation, restorative justice and quality of service. A new three-day Neighbourhood Policing training course has been specifically developed for newly appointed neighbourhood sergeants, CBMs and PCSOs with more than nine months' service.

A member of the independent advisory group is utilised to provide training about transgender issues to student police officers.

Pennine division has piloted the availability of a public mailbox to fast track intelligence on counter-terrorism and domestic extremism into the SB intelligence system. SB is to send two officers to support the Pennine intelligence unit as part of this programme to build relationships and improve communication.

Lancashire was graded Excellent following an audit of National Crime Recording Standard during 2006 and although not specifically graded received very favourable feedback in relation to National Standards for Incident Recording.

SB openly engages with communities in neighbourhoods to build trust and confidence with the belief that communities defeat terrorism. The counter-terrorism performance strategy reflects Operation Delphinus, with the counter-terrorism strategic board being chaired by the ACC (territorial operational and criminal justice). An anti-terrorism email system has been devised to fast track information to the SB intelligence unit. SB carries out a rolling programme of briefings at neighbourhood level in the form of table top exercises concerning a fictitious terrorist event. This has been significant in developing trust, awareness and understanding in conjunction with the work of the neighbourhood teams. The constabulary is learning the lessons from the BADAT enquiry. The intelligence from the community's process is being reviewed to effectively download the knowledge from neighbourhood teams and members of communities and then micro-mapping those communities in much greater detail. SB has deployed six satellite officers to the territorial divisions to develop and maintain linked tasking and community dialogue.

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Operation Nimrod was a level 2 test purchasing exercise; however, the outcomes have been developed beyond enforcement. The objectives now cover reassurance, partner involvement and media strategies. Recently 55 Class A drug dealers were arrested in Blackpool. Information is extrapolated that can be fed into CDRPs to design out problems. Covert activity in a park in Chorley accumulated significant information that was presented to the CDRP to help understand how the physical environment can assist drug dealing. This enabled the CDRP to develop meaningful prevention strategies.

Work is being undertaken to elongate the effect of Operation Nimrod with the deployment of two specialist PCSOs. These officers look for indicators of drugs market reoccurrence, gathering intelligence and leaving an imprint on the resident Neighbourhood Policing team.

MADE, a data warehouse, includes information such as fire hotspots, crime, ambulance data, deprivation, etc. Information can be overlaid on to a map to create a better understanding of joint problem areas. The data has helped identify priority neighbourhoods across each territorial division and helps inform the vulnerable households project, which is ongoing.

Problem solving is focused at the appropriate level. If there is a local problem on one street, a 'street surgery' with the people on that street will take place rather than the issue being referred to the PACT meeting, which may cover too large an area.

There is evidence of effective problem solving across all divisions, eg within one division a family intervention project focuses concerted multi-agency effort on the impact of 18 problem families within the area.

Members of staff across the constabulary are given POP (including SARA) training at an early stage in their service.

A POP good practice database supports the Neighbourhood Policing reference sites on the intranet; in addition POP task management, good practice and problem profiles are located within Sleuth and are accessible across the constabulary area.

Joint problem solving has become embedded within all the divisions across Lancashire, as shown in the following example: partnership structure within the division involves the CDRP supported by a number of delivery groups and the MAPS teams at borough level, and by PACT panels at neighbourhood level. This provides a means by which problems identified within neighbourhoods can be escalated to the appropriate level in order that the right level of resources and ultimately the right solution can be applied. Two MAPS teams have been co-located with one functioning as a virtual unit. The MAPS teams deal with the top-down priorities linking with a bottom-up approach from the PACT panels. The infrastructure is well established and the focus is clearly on delivery.

The team output results analysis (TORA) system enables the constabulary to monitor the activity of officers and link the results to outputs from the PROBE (an infrastructure of surveying members of the public about the quality of services provided and reporting actionable information to front-line staff) quality of service data and customer satisfaction surveys. The constabulary will further strengthen processes for performance evaluation of activity at neighbourhood level, and move the corporate management of Neighbourhood Policing from programme to mainstream status with more responsibility for its development at the local level. The role of the corporate development directorate and core team will be to review policy and carry out audit, inspection and quality assurance work in this area.

The Opinion surveys provide a database of community views and levels of confidence and reassurance. PROBE is an effective survey process that provides feedback on public confidence in the quality of services delivered by the constabulary.

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The availability of reference material, both internally and to communities and partners, has been improved by creating an information hub through intranet and internet development. This includes the Lima Charlie young persons' website, which targets people less than 18 years of age. The impact of different initiatives is monitored.

Neighbourhood Policing is supported by a central media and marketing team, as well as divisional specialists, and has seen a growth in resources. Contact details of neighbourhood staff are widely published. This includes phone and mobile phone numbers and email addresses. The local press are supportive and a high degree of trust has been developed.

A core Neighbourhood Policing development team carries out quality assurance and advisory visits to ensure consistency, a corporate approach and commonality across the constabulary at divisional level. Divisions carry out self-inspections of progress made on their own programme plan based on a corporate template. Lancashire has contributed to national evaluation work.

The sustainable development of Neighbourhood Policing within the context of citizen focus and partnerships is not the sole responsibility of the headquarters implementation team. Neighbourhood Policing is the core business of departments within the constabulary each linking their programmes of work to support the constabulary programme, developing processes to increase performance and ensure sustainability. Human resources; ICT; estates; finance; training; media and marketing; crime and incident recording; communications; and the intelligence functions all have plans and activity that directly support Neighbourhood Policing.

The constabulary monitors the impact of Neighbourhood Policing through the Opinion surveys, which are used to assess the extent to which members of the community know their local police officer or PCSO; how aware they are of Neighbourhood Policing in their area; whether they know how to contact their Neighbourhood Policing team; and whether they know how to be involved in community activity. Comparisons are made across divisions and the data forms the basis for target setting.

There has been a growth in neighbourhood resources: neighbourhood supervisors from 40 to 88; CBMs from 279 to 288; and PCSOs 189 to 417. The growth in the number of supervisors reflects a response by the constabulary to deal with an area of risk and the ability to ensure a consistent delivery of high-quality services. At the present time, 19.5% of the constabulary's police officer workforce (including PCSOs) is directly dedicated to Neighbourhood Policing.

Response teams are aligned to Neighbourhood Policing team areas. Communications staff, detectives and response sergeants/constables attend PACT meetings to give them a better understanding of the principles.

PCSOs are now embedded within the constabulary and they are meaningfully and productively employed against clear deployment guidelines. Specialist post-Operation Nimrod PCSOs have been developed, jointly funded by the drugs action team, as have emergency services community support officers.

Lancashire has recruited 230 special constables over the last three years. The constabulary now has a total of 389, the majority of whom are aligned to Neighbourhood Policing teams. A special constable is linked to a lesbian, gay, bisexual and transgender (LGBT) Neighbourhood Policing team, providing leadership for the LGBT forums, which includes a special PACT panel. The post holder also provides a source of advice for critical incident management.

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Volunteers' co-ordinators are established within the divisions. The constabulary currently has a total of 618 volunteers who primarily undertake three key roles; 344 have been assigned as neighbourhood assistants; 83 are involved in quality of service activity; 165 provide administrative assistance; and 26 are involved in community road watch. In support of the work undertaken, the constabulary has an 'investors in volunteers' application pending.

Volunteer Neighbourhood Policing assistants provide administration for PACT meetings; carry out reassurance calls; prepare newsletters; take part in community radio; give doorstep crime presentations; are involved in the Princes' Trust; monitor CCTV; and help to extend the opening hours of rural police stations and community contact centres. Unison is consulted in the development of volunteer activity.

The constabulary has 64 accredited persons of which 11 are from housing associations; 7 within the Vehicle and Operator Services Agency; 42 within the Lancashire Fire and Rescue Service; and 4 in local authorities.

Intelligence from communities is managed in the same manner as all other forms of intelligence. Nominal records are created where possible by local intelligence officers ensuring MoPI compliance. Generic intelligence is captured in neighbourhood nominal records. The headquarters intelligence department and divisional analysts are involved in developing a model for implementing the requirements of the Crime and Disorder Act review and the CDRP application of the NIM. MADE provides information and products at county, ward and super output areas. These arrangements are enabled by well-established data-sharing protocols. Analytical capability in four divisions is enhanced by the availability of partnership analysts and the remaining two support the neighbourhood agenda by prioritising the work of their existing analysts accordingly. An analysts forum exists that provides a means of co-ordinating key issues, including those that relate to Neighbourhood Policing. Tactical training is delivered corporately to analysts and further problem-solving training is to be delivered in October 2007.

The training and development advisory group oversees the provision of training within the constabulary and ensures an effective delivery of training and its evaluation. Use is made of national products, eg the core leadership development programme, to good effect.

To support Neighbourhood Policing development, the constabulary has developed an estates strategy to develop satellite accommodation, improving local access to policing services. The aim is to achieve greater local integration, bringing confidence and security to neighbourhoods. Initially CBMs were tasked with finding potential accommodation in local areas and 130 places were identified. Of those premises, 40 have been short-listed and 16 of those are now occupied or leased. The initial focus is on priority neighbourhood areas. The programme has been supported by a number of local authorities and other organisations. There are offices, for example, within schools, in the pavilion at Stanley Park in Blackpool and at the Carphone Warehouse call centre in Preston. These developments are in conjunction with and complementary to the maintenance of front counter reception areas in main police stations.

There have been consistent reductions in British Crime Survey comparator crime across Lancashire with the main reductions being in the priority neighbourhoods. This provides the constabulary with evidence of the positive outcomes from the investment of resources in priority areas.

## Work in progress

The priority for the constabulary is to manage the transition from Neighbourhood Policing to multi-agency neighbourhood management aligned to offender management. There needs to be a broader view of what constitutes offending in terms of people doing harm to communities. POP work needs to be more compulsory and restorative justice processes need to develop in parallel.

The PASS (Public Assistance and Service Standards) policy is being re-evaluated to ensure that its aims are consistent with the needs of the constabulary to deliver quality services to the public in a way that is joined up across the communications, response, Neighbourhood Policing and investigation functions. The focus on head count should shift towards telephone contact time and call count. A lot of these issues are incorporated into the Lancashire Connect programme.

Development of all of the corporate systems reflects the requirements of Neighbourhood Policing; however, the limitations imposed by the current command and control situation will be rectified when a new system is introduced in 2008. Neighbourhood Policing has been woven into the product specification.

Remote access to data is through personal data assistant hand-held units and airwaves-based access to mobile data in vehicles. Proof of concept work has successfully taken place in the central division. CBMs and PCSOs have had access while on foot patrol to the following databases: Police National Computer (PNC) vehicles and nominal records, Sleuth nominal records, missing persons broadcasts input and tasking, criminal intelligence, problem profiles, divisional and area targets and priorities, email, mobile phone and a camera. The aim is to increase visibility for each officer by one hour per day and evaluation is being carried out independently by Leeds University.

The development of neighbourhood management forums, widening the scope of PACT meetings, is seen as a natural progression. The forums have a wider remit than the PACT meetings (the continued funding of neighbourhood managers is an area of concern).

Lancashire has carried out a three-month trial using MOSAIC geo-demographic profiling by a divisional analyst to segment the constabulary area into a framework of residential neighbourhood types, enabling focused marketing and communication and delivery of services on the basis of actual and anticipated need. The application has been used to support target-hardening activity in crime hotspots and for victims of domestic abuse. The system can also provide the basis for establishing a common language and market intelligence framework with partners supporting the development of neighbourhood management. The constabulary has secured the funding to take this project beyond the pilot stage.

Two areas of future development are vulnerable people and organised criminal groups. The principal analyst is listing all crime groups in rank order of "risk to people of Lancashire". This will be used to identify potential harm against a risk assessment framework and target those at the most risk. SB has also focused on the importance of engaging with communities. There has been a big cultural shift in SB that is about engaging and building relationships with communities in denial.

- Constabulary policy relating to the management of dangerous and sex offenders has been reviewed and interim guidance pending national guidance has been issued. A pilot scheme is operating in central division to establish a link between Neighbourhood Policing and the management of dangerous and sex offenders using the Sleuth

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computerised intelligence system as a mechanism. Management plans include specific tasks allocated to CBMs, including intelligence requirements.

- Lancashire is scoping the development of a community counter-terrorism forum with links to Neighbourhood Policing and the development of a modular training SB package for Neighbourhood Policing.

### **Areas for improvement**

The relationship between different police functions is generally good. However, there is a lack of understanding from the response function about the work being carried out by the Neighbourhood Policing teams. This is in part a failing by CBMs to publicise their commitments.

Members of the public have in the past felt the effectiveness of Neighbourhood Policing and the ability of the police to engage effectively with communities has suffered because the police move members of staff around too often. This has been acknowledged, with the outcome that public satisfaction levels across Lancashire are high but further improvement is sought.

PCSOs functions are based around visibility and reassurance but have expanded into schools and youth clubs. PCSOs are also used for guarding crime scenes. A constabulary PCSO deployment criterion exists, however, some members of staff have retained historic skills that when used remove them from their core activities. Black and minority ethnic representation among PCSOs recruits is disappointing; however 43% of recruits are female.

## *Developing Practice*

**TITLE: Priority neighbourhood identification and evaluation**

**PROBLEM:**

The constabulary sought to identify priority neighbourhoods across Lancashire using data from relevant partner agencies therein and then, some 12 months later, to statistically evaluate the impact that the focus on those neighbourhoods had produced.

**SOLUTION:**

MADE is a data warehouse that collects data relating to a number of agencies across Lancashire, including the county council, the fire and rescue service and the constabulary. MADE has the capability to produce statistical products that are location specific.

It was agreed at the MADE steering group that an analysis would be undertaken to identify those neighbourhoods where there is a high demand for services such as the police, fire and rescue, and the ambulance service, as well as local and county authorities. This approach very much supported the Neighbourhood Policing agenda.

In order to identify priority neighbourhoods, it was agreed that data relating to lower level super output areas (LSOAs) would be used. It was agreed that the Pennine division, where there are 160 LSOAs covering three districts (Burnley, Pendle and Rossendale), would trial this initiative.

A statistical analysis of the large number of data sets contained within MADE revealed clustering, and four factors were identified:

Factor 1 – primarily reflects risk to the person (often in a public place) eg robbery, street or pub disturbance;

Factor 2 – reflects risks around the home (including domestic abuse). Other data used included all criminal damage, burglary dwelling and all deliberate fires;

Factor 3 – vehicle crime – a volume crime category affecting local communities; and

Factor 4 – anti-social behaviour.

Signal crimes identified by Lancashire Constabulary were also taken into account in this analysis because they have a disproportionate effect on feelings of safety within a neighbourhood.

Following further statistical processes, an overall ranking was attributed to each LSOA and the division decided to focus on a total of twelve LSOAs for prioritisation (at least three per district). Staff at all levels and partner agencies were made aware of these priority locations in order to focus attention on and develop appropriate multi-agency interventions in those priority neighbourhoods.

In respect of evaluation, a basic statistical analysis was conducted in order to assess whether there had been any reduction in crime and incidents reported in the twelve priority LSOAs, with comparative data being reviewed to determine the result.

**OUTCOME(S):**

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The evaluation identified that across all twelve priority LSOAs, there had been a reduction in most categories of crime and incidents, except for increases in respect of the ambulance data. In fact, the LSOAs have outperformed the division and the districts in which they sit. The division as a whole recorded a 6.4% reduction in all crime, whereas the aggregated twelve LSOAs recorded a 13.6% reduction. Indeed, where reductions were achieved, the LSOAs doubled that of the division or the district.

The same approach to identifying priority neighbourhoods has been expanded across the constabulary with similar results being achieved in terms of crime reduction.

**FORCE CONTACT:** Leonie Barnes-Whitaker, Pennine Analyst – 01282 472258 / leonie.barneswhitaker@lancashire.pnn.police.uk

**TITLE: Provision of accommodation for neighbourhood police teams**

**PROBLEM:**

Neighbourhood Policing has seen a dramatic increase in the number of staff employed by Lancashire Constabulary to deal with local neighbourhood-specific issues; however, the constabulary's property estate largely comprises divisionally based police stations. These properties serve a cluster of neighbourhoods, but are not on the doorstep of many. Although this model suits geographical policing, it is not well suited to individual neighbourhoods.

The challenge was set to obtain affordable accommodation in neighbourhood-specific locations.

**SOLUTION:**

As a first step, the constabulary contacted all the CBMs to establish if they could identify suitable accommodation within their neighbourhood where such offices could be based, and a list of more than 130 potential properties was identified.

In some instances, our partners expressed a wish to share the accommodation with their own enforcement officers and this led to joint working from common locations, eg Bangor Street and Mill Hill, Blackburn.

Every division identified six priority locations for which capital and revenue allocations have been made available and the following process was developed to ensure the property was fit for purpose:

- Inspect the identified premises to ensure they are suitable from a practical operational point of view;
- Discuss with the owner, lease or licence terms for the proposed occupation;
- Progress planning enquiries and submit a change of use planning application where required;
- Introduce Project INFOSURE to the proposal to report on suitability of the premises for data protection requirements;
- Introduce ICT to produce a communications solution;

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- Arrange for floor and furniture layout plans to be prepared;
- Prepare capital and revenue cost schedules;
- Assuming solutions and agreements to the above can be found, the lease or licence proceeds through to completion;
- Arrangements are made for the capital works and fitting out to be undertaken; and
- Statutory compliance checks are undertaken and any breaches are resolved directly or negotiated with the owner.

**OUTCOME(S):**

The first neighbourhood office opened in summer 2006, a pilot scheme at Bangor Street, Blackburn. Five further offices have since been obtained and have now either opened or are currently being fitted out for imminent occupation. The remaining 30 will follow over the next few months providing external influencing factors do not prevent this.

The outcomes that have flowed from this initiative are broadly:

- A greater local influence in policing priorities;
- Better integration between the police, its partners and the communities;
- A sustainable solution to local problems;
- Improved visibility of the police in neighbourhoods;
- Greater reassurance offered to the community;
- Improved accessibility of all parties involved with Neighbourhood Policing to each other and with the community;
- An effective tool to create confident, safe and secure neighbourhoods, assisting to achieve the goal of Neighbourhood Policing;
- The ability to provide a local named contact to provide the neighbourhoods with access to policing services; and
- Significantly reduced time wastage by officers and staff travelling between police stations and designated neighbourhoods, thereby improving efficiency and obtaining best value from the neighbourhood police teams in reaching their goals.

**FORCE CONTACT:** Mr Tim Ellams, Lancashire Constabulary, Headquarters Estates Department – 01772 413601 / Timothy.Ellams@lancashire.pnn.police.uk

**TITLE:** Operation Nimrod

**PROBLEM:**

Open-market drug dealing associated with acquisitive street crime, leading to low levels of public confidence and the perception that communities are unsafe.

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**SOLUTION:**

Operation Nimrod is a constabulary-wide operation aimed at targeting open-market drug dealing. Where community intelligence is supported by criminal intelligence, through TCCG processes, consideration is given to the deployment of Operation Nimrod staff. The local intelligence and community information is further supported by a police survey, conducted in the locality, to support the information secured. Specialist resources are then deployed, and following lengthy evidence-gathering processes involving test purchase officers, offenders are arrested in high-profile raids, witnessed by members of the local community who are invited along.

The involvement of the public and partners is critical to the success of all phases of the operation. In the pre-strike phase, a questionnaire is distributed to attendees at the PACT meeting to identify concerns surrounding drug dealing. This forms a living document that is the basis of community impact assessments.

On the arrest day, members of the PACT panel, along with other community and media members, are invited to witness the strikes. CBMs and PCSOs are extensively involved in a high-visibility, reassurance capacity and frequently make use of a mobile police station or engagement vehicle. CBMs and PCSOs proactively engage their communities to publicise the strikes and make use of their key individual networks. Community volunteers are also used to distribute leaflets to residents and businesses.

In the post-strike phase, neighbourhood officers continue their reassurance with work in schools and also with other persons who have been identified as being vulnerable. At subsequent PACT meetings, Nimrod officers provide feedback to the community, often with the use of video footage. Further questionnaires are distributed to attendees at the PACT meetings to evaluate the operation and gain further community intelligence.

As part of Nimrod's ongoing development to encompass a wider drug strategy, a 'live' manual of best practice for use in the arrest phase is now in use to assist divisional operations managers. This covers reassurance, the media strategy and robust link-ups with Lancashire drug action team (LDAT) and Tower (rehabilitation) to name but a few of the wider outcomes sought.

In addition, Nimrod also conducts a self-evaluation of issues encountered during the evidence-gathering phase, which will include environmental issues, anti-social behaviour issues and drug market design issues. This evaluation is brought to the attention of senior management teams so that a variety of interventions can be considered, both tactically and strategically.

Following a Nimrod strike, the police have recently begun to present its findings in relation to environmental issues affecting drug dealing, together with a list of tactical options to the respective CDRP in which the operation takes place. In the first instance, Chorley CDRP allocated £200,000 to regenerate a park to prevent reoccurrence of drug markets.

A recent development is the recruitment of two PCSOs to be jointly owned and funded by police and LDAT. These officers will acquire specialist skills and will be deployed into geographic areas post-strike to work with local Neighbourhood Policing teams. They will support ongoing work and deliver on issues captured within the Nimrod evaluation, looking at issues such as evidence of drug market re-emergence, identifying vulnerable addicts for treatment services, collecting community intelligence and providing continued reassurance. They will remain there until the next Nimrod arrest phase (two to three months hence) when they will 'parachute' into the next strike area.

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**OUTCOME(S):**

- A reduction in visible dealing of Class A drugs in residential and public places
- Reassuring the public that positive action is being taken against dealers
- Arrest, conviction and diversion of offenders involved in supplying Class A drugs.

**FORCE CONTACT:** Detective Inspector Roger Price, Covert Operations Department – 01772 412668

## Performance Management

GRADE	EXCELLENT
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force’s processes that enable it to identify and react to changes in performance.

### Contextual factors

Lancashire has a strong performance culture. There has been a succession of leaders within the constabulary at chief officer level who have consistently developed performance management processes. The organisation is led at every level by officers who have known nothing else but being held accountable for performance. There is pressure on the corporate body to respond to the constant demands from operational leaders for better and more meaningful information and processes so that they can better manage their part of the business. The current demand is less about high-level indicators and more about relevant diagnostic information, which is particularly relevant to the management of quality of service.

Mature performance management processes and relationships link together all of the elements of the business through performance review, in conjunction with strategic tasking and co-ordination and the continuous improvement and threat management group. The agenda has shifted towards Neighbourhood Policing touching all aspects of the organisation within the citizen focus agenda.

The PROBE system (an infrastructure of surveying members of the public about the quality of services provided and reporting actionable information to frontline staff) is about what the public say making a real difference and about the extent to which the service provided is consistent with what the public want. There is a strong personal commitment from the Chief Constable around the quality of service agenda and this has driven the development of performance management products in this area. Again this is a means of effective diagnosis: a way by which the constabulary can make systemic quality issues to guarantee a consistent level of service at 3am as well as at 3pm each day. PROBE provides relevant

management information that is integrated with core systems and is readily available to staff and involves a minimum of user input. The constabulary is building up systems that provide meaningful marketing intelligence.

## **Strengths**

The Chief Constable has refocused the constabulary's ambition, set new strategic priorities and identified the key enablers. The Chief Constable and the DCC are communicating these changes personally to staff across the organisation to help achieve the necessary 'buy in'. There remains clarity of purpose across the constabulary and members of staff in Lancashire continue to speak with 'one voice'.

Human resources, finance, ICT and other key strategies are linked to the key performance and business management processes. The heads of these departments are members of all of the key management and delivery groups, including the strategic tasking and co-ordination group. The strategic programmes, including the citizen focus agenda, Lancashire Connect and the development of Neighbourhood Policing, are matters that impact on everyone in the organisation and the way in which they conduct their business. A balanced scorecard approach has been adopted.

In a devolved management environment with high levels of local autonomy, the challenge is not about pushing performance management but rather about stopping it going in six different directions. The Vic-Man (victim management) process helps ensure consistent quality of service. The Chief Constable has a specific focus on commonality, a corporate approach, consistency and connectivity.

The police authority believes that the targets set are stretching but realistic and that they encourage appropriate behaviour. People are held to account in an appropriate way. The authority is actively involved in performance management.

Effective implementation of significant programmes, such as Quality Counts, is underpinned by a clear understanding of the issues: effective communication backed up by strong leadership and a good marketing analysis infrastructure. This gives the constabulary confidence around communicating the issues, supported by professional in-house capability around marketing and media.

The police authority has joint targets with CDRPs based on PSA 1. The constabulary and the authority were involved in setting and reviewing the targets. Considerable effort is put into CDRPs with the MAPS teams and tasking partnership activity.

There are different levels of capability between the CDRPs who are mainly engaged in achieving the PSA 1 targets; however, there have been significant reductions in crime and these, in the main, are down to effective partnership arrangements. The focus on areas such as criminal damage is becoming increasingly prominent, which is seen to be appropriate.

There is a clear focus on the priority neighbourhoods and on the conversion into neighbourhood management.

The PROBE, Vic-Man system and TORA systems of monitoring activity are major enablers and the availability of that information to managers is having an impact on how front-line policing is delivered.

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The victim and witness sub-group of the local criminal justice board (LCJB) uses witness and victim expectation data to monitor and report on quality of service issues.

Lancashire has further developed the issue of whether the mix of outcomes from the criminal justice system is appropriate. All disposals, including fixed penalty notices and conditional cautions, are being viewed in terms of their impact on re-offending. Floor targets are being employed for sanction detections to avoid perverse incentives.

Lancashire consistently uses comparative data in order to identify good practice, an example being the use of the Vic-Man system, which is linked to PROBE and supports the work of the re-contact centre.

Lancashire Connect is about connecting all of the elements of the business, including relationships with partners and communities, around the citizen focus agenda. The starting point has been contact management and the constabulary has carried out some real 'turning over the stone' audits and identified a number of key areas for improvement. These have involved the use of an external behavioural psychologist. 'Connect' as a project goes significantly further than the HMIC report, *Beyond the Call*.

Citizen focus is central to the business of corporate improvement where all aspects of strategic management in that area are under the leadership of one senior officer, including Lancashire Connect and Neighbourhood Policing.

Under the banner 'Connect', performance management in communications is seen as addressing the areas of "how the constabulary delivers against the promise it makes and what the customer wants", rather than what the organisation can offer. Lancashire is developing the PASS quality assurance system to accommodate this shift in emphasis. The constabulary is using Connect to be more proactive around quality of service delivery, dealing with the impact of perverse aspects of the performance culture on activity and behaviours.

There is a human resource plan with costs identified and with headline priorities consistent with the constabulary strategic priorities.

The volatility of funding arrangements around neighbourhood management has led the constabulary to create a Neighbourhood Policing reserve fund of £1.9 million to ensure the sustainability of its commitment to communities.

Performance reviews highlight aspects of the business that are about protecting vulnerable areas of risk. The constabulary has established a public protection management board developing the protecting vulnerable people (PVP) agenda, including a performance management framework that can raise the profile of the issues in strategic and tactical tasking and co-ordination in a meaningful way and beyond simplistic domestic abuse figures.

Lancashire has further developed the citizen focus agenda over the last 18 months. There has been a move towards customer satisfaction and quality of service and these issues are prominent in the performance management framework. Process development is about raising the profile of qualitative indicators alongside the quantitative indicators. The constabulary uses a balanced scorecard approach.

PROBE quality of service data has been enthusiastically taken on board. The development of the quality agenda and its relationship with public satisfaction and confidence monitored through the constabulary Opinion surveys has been very positive. PROBE is a diagnostic tool that, via focused telephone surveying, allows confidence and satisfaction to be sampled within specific geographic areas that are of concern to the constabulary. When combined

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with the data generated by the constabulary's TORA system, a more comprehensive picture on the relationship between policing activity and confidence and satisfaction can be mapped. This information is now being mainstreamed via a greater emphasis on the data generated being presented at divisional quarterly reviews, which are conducted by chief officers.

These new systems are in addition to the significant amounts of confidence and satisfaction data analysis routinely conducted using data collected from user satisfaction, anti-social behaviour and Neighbourhood Policing surveys. The capacity to produce performance products from this data will be further increased with the appointment of an additional analyst and product developer.

Evidence was shown of a published guide outlining the expectation for managers and supervisors and their role within the performance management framework. There are structured strategic meetings chaired by the superintendent operations and quarterly performance reviews with geographical areas and specialist departments.

The constabulary, in conjunction with the police authority, sets realistic targets and is aware of creating perverse incentives. To reduce the danger of criminalising proportionately more of the (young) population in chasing detections and offences brought to justice, the sanction detection target was set at 30% for 2007/08, which was lower than last year's outturn result of 34%. In successive years, no increase, rather than reduction targets, has been set for acquisitive offences. The authority is strengthening structures in respect of scrutiny and is looking across all of the key quantitative and qualitative performance indicators.

The audit and inspection process internally is now managed by the continuous improvement and threat management group with strong representation from the police authority, which allows them to fulfil their obligations around scrutiny. Risk assessment determines the inspection and audit process around continuous improvement. The terms of reference for this group have been amended away from purely looking at the risk register to take in a wider view in consultation of the issues. An audit and compliance team is being established to look specifically at vulnerable people issues.

Policy development and work in progress in this area reflect a shift in the environment and seek to strengthen the organisation in the areas of diversity, hate crime and PVP issues. Policy owners are the heads of the functional departments connected to these policies. They are responsible for the policies development and oversight, with corporate support to ensure consistency in corporate standards. Consultation on policy is in place and has been developed to involve appropriate independent advisory groups and other outside bodies. Policies are quality assured, impact assessed and finally approved by the strategic tasking and co-ordination group.

In anticipation of the Police and Justice Act removing many of the statutory requirements relating to best value, a need has been identified to introduce new arrangements to ensure the ongoing involvement of the police authority in improvement projects and activities. There is an opportunity to utilise the capacity previously dedicated to best value reviews (BVRs) to contribute to a more flexible and responsive internal audit and inspection capability.

The BVR function has now been replaced with a team of business improvement officers, with members of staff dedicated to securing continuous improvement in the constabulary. A major, but not exclusive, part of their role is the completion of HMIC Going Local 3 frameworks on a prioritised basis. Improvement activity is co-ordinated and commissioned via the continuous improvement and threat management group, which meets on a bi-monthly basis and is chaired by the DCC. This is a joint group with police authority representation.

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The quarterly performance review is a positive environment that is challenging but not overbearing. The constabulary strategic tasking and co-ordination group meets monthly and examines the performance issue in micro detail.

Improvements are not necessarily associated with increased resources, but by doing things really well and through effective process development, ie the development of re-contact centres, the subsequent impact on customer satisfaction has been significant.

### **Work in progress**

The county strategic crime reduction board, which oversees the district council and unitary authority approach to community safety, is currently undergoing a review of its role in respect of ownership of the theme of the safer stronger communities block of the Lancashire LAA. It is anticipated that the level of accountability and consistency of delivery across the county will improve as a consequence.

Joint performance measures will follow naturally continuing to fulfil the core role of policing. Partners are taking a long-term structured view about setting a new baseline and extended view of performance that takes on board partner considerations, widening the context and understanding of what the role is about. These concepts are being built into how processes are being managed. The solutions provided are still sticking plasters and the aim is to move the level of operation into increasingly meaningful areas. Analysis of decision making by agencies establishes the extent to which they are influenced by top-down as opposed to bottom-up priorities. This helps to set an agenda for developing community engagement.

The police authority highlighted some frustrations in respect of the status messaging-based system of activity monitoring. The success of the corporate development department in developing innovative performance information products including CORA, ABRA and TORA raised expectations that activity-sampling data could be routinely derived from operational systems. Differences between the operational systems and the inflexibility of the activity based costing (ABC) model together with the computational complexity have, as yet, proved insurmountable. Disappointment that this could not be achieved is not limited to Lancashire; several other forces have been closely following these attempts and no other force has attempted such an approach. Status messaging will not provide an alternative to activity sampling as a source of data for the costing model in the foreseeable future. However, the development of stratified random sampling (SRS) to capture the data for the costing model has emerged as an expeditious solution to many of the concerns with activity sampling. Rather than compromise accuracy, the reduced intrusion is likely to increase the extent to which the data is representative and accurate. Although SRS does not eliminate the need for self-completion activity surveying, it has dramatically reduced both the operational and financial burden and has created the potential to further develop the use of activity data in the suite of performance products.

The continuous improvement and threat management group has adopted the HMIC Going Local 3 framework assessment. The process was piloted in the area of contact management based upon a divisional self-assessment. The process was subsequently refined before undertaking the second assessment within professional standards.

### **Areas for improvement**

The police authority expressed concerns over the way in which targets are set by the LCJB and the influence of the Office of Criminal Justice Reform. A sanction detection target was

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set at 27.5%, which at the time was not considered by the authority to be stretching. This was then revised to 26.9%, which was seen as a backward step. The authority and the constabulary need to continue to work through these situations.

There are currently no discernable performance management targets at a constabulary-wide level around the protection of vulnerable people. It is acknowledged that the introduction of measures across the whole domain will make a difference. This is evidenced in the area of domestic abuse where the best reductions have been achieved in the Eastern division, where appropriate processes have been in place for some time.

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## Developing Practice

### **TITLE: Activity sampling – Stratified Random Sampling (An efficacious solution)**

#### **PROBLEM:**

Activity-based costing necessitates a survey of the activity undertaken by both police officers and operational police staff. Typically, officers maintain a record of their activity at 15-minute intervals throughout each tour of duty over a 2-week period. Activity sampling campaigns place a considerable logistical and administrative burden on forces.

#### **SOLUTION:**

In 2006/07, the survey of activity was based on an SRS, which necessitates far fewer observations and consequently involves far fewer officers and far fewer tours of duty. In previous years, a blanket campaign has required approximately 18,000 activity cards to be completed (approximately 650,000 observations), whereas the SRS required 1,542 cards (56,000 observations). By reducing the burden on operational officers, the administration of the survey has been simplified and the savings in actual and opportunity costs have been estimated at approximately £90,000.

#### **OUTCOME(S):**

SRS is an expeditious solution for capturing the data for the costing model. The limits of accuracy achieved were comfortably within the  $\pm 2\%$  requirements of the Home Office manual of guidance model and the results are comparable with previous campaigns. Although SRS does not eliminate the need for self-completion activity surveying, it has dramatically reduced both the operational and financial burden and has created the potential to further develop the use of activity data in the suite of performance products. The reduced intrusion is likely to increase the representativeness and accuracy of the data.

**FORCE CONTACT:** Peter Langmead-Jones, John Rothwell, Corporate Analysis – 01772 412024

### **TITLE: Sanction detections – understanding detections**

#### **PROBLEM:**

Over the past three years, the constabulary has increased its all crime (sanction) detection rate to more than 33% and in doing so has exploited new powers and new methods of disposal. These new powers and the effective cessation of administrative detections have changed the mix of disposals. The challenge is to develop a better understanding of effectiveness of the different disposals in order to manage their mix.

#### **SOLUTION:**

Consideration of detections by the method of disposal reveals marked differences between different offence types and between different BCUs. Two approaches are taken to monitor whether the mix of disposals is appropriate: 1) the mix of disposals is compared with that of other forces (region and most similar group); and 2) the deterrent effect of different disposals is explored by tracking individual offenders following an initial detection.

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**OUTCOME(S):**

The mix of disposals compares favourably with other forces in the region and in the most similar group. Moreover, our detection rate is far less reliant on penalty notices for disorder and cannabis warnings than some other forces. Initial findings from tracking different disposals suggest firstly the appropriate use of new powers and secondly that the technique will allow the deterrent effect to be assessed.

**FORCE CONTACT:** Peter Langmead-Jones, Alan Tattersall, Adam Clayton, Corporate Analysis – 01772 412024

**TITLE: PROBE (managing user satisfaction)**

**PROBLEM:**

Over the past five years, understanding of service user satisfaction has improved considerably. Factors that are associated with high levels of satisfaction have been identified. However, other than at the highest level, it has proved difficult to incorporate service delivery into the accountability and performance management regime. The 'satisfiers' have remained remote from operational staff. The challenge has been to develop timely and engaging information products with which to manage quality of service and hold staff to account.

**SOLUTION:**

Monthly telephone interviews are conducted with a sample of service users from each of 28 geographic areas. Interviewees rate their level of satisfaction and indicate whether known satisfiers were part of the service provided. Each month, PROBE reports the collated results for three aspects of service delivery: a) police treatment of service users; b) the actions taken by the police; and c) the follow-up. The results are available for each of the 6 BCUs and each of the 28 geographic areas. Supervisors (typically inspectors) are able to compare levels of user satisfaction and, more importantly, to see whether the known 'satisfiers' are being provided by the staff working in their geographic area.

**OUTCOME(S):**

PROBE now underpins the constabulary's management of performance. Quality of service is an established part of performance reviews at all levels of organisation. It has given supervisors an insight into delivery and created the expectation that they will address gaps in provision. Inspectors are now held to account for delivery, and improvements in service delivery are being reflected in the headline indicators.

**FORCE CONTACT:** Peter Langmead-Jones, Larry Weir, Alan Tattersall, Corporate Analysis – 01772 412024

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

Lancashire is developing capability and capacity to protect vulnerable people and has reviewed public protection unit (PPU) structures and resources; looked at leadership requirements; is mainstreaming issues; and developing partnerships. The programme is now led by an officer with a background as a senior investigating officer, an appointment that makes a statement to the constabulary and brings credibility to the role. New policy and strategy development is taking place in line with enhanced central support. The quarterly performance review is now a key component of this and incorporates PVP issues.

Divisional commanders wished to retain control over this part of the business and the issue is the extent to which divisional command teams can become effective in managing this area.

Lancashire has developed a PVP policy that includes issues connected with the abuse of vulnerable adults. The constabulary is aligning itself to initiatives led by the local authorities, including the Lancashire County Council executive board and the safeguarding adults local network, SALNET.

The key drivers for 2007 are structured and administered by the headquarters PPU supporting the chief officer lead; the strategic head of public protection; the police authority; the public protection development board; the public protection business plan 2007/08; and the development of policy. This framework provides the drivers not only for specialist activity but also links the issue of risk across Lancashire beyond the PPUs and into the

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management of intelligence, Neighbourhood Policing, investigation, response and collaboration, drawing together the partnership effect around PVP.

There has been a positive response by the constabulary to the 2006 HMIC baseline assessment of PVP, with identified areas for improvement incorporated into the public protection development board business plan. A significant focus has been around the areas of the strategic profile of PVP; management structures; resource allocation; welfare considerations; inconsistent application of policy; dangerous and sex offender management; and linking PVP with other business areas.

## **Strengths**

Strategic management of public protection has been strengthened within the constabulary. This is clearly demonstrated by the change in portfolios at chief officer level (ACC) to ensure there is a clearly identifiable chief officer lead. The review of PPUs, which was completed in October 2006, led to the formation of the public protection development board, which is chaired by the ACC. The continuing work of the board will consider and, where appropriate, refresh current remits and areas of responsibility for PVP.

The strategic direction for PVP has been set out in the police authority policing plan 2007/08, is specifically stated in the constabulary control strategy and forms an addition to the Chief Constable's Ambition statement. PVP also features in the constabulary strategic tasking and co-ordination group, tactical tasking meetings and the quarterly performance reviews.

The constabulary has secured a growth in budget for the financial year 2007/08 (achieved through increase in precept) specifically to increase capacity in protective services. A significant element of this increase has resulted in additional resources devoted to PVP. Resources are being allocated to the divisions supported by a central development and compliance unit with a detective sergeant allocated to each of the business areas. The police authority has strengthened its scrutiny arrangements in this area.

Strategic leadership for PVP has been strengthened with the appointment of a detective superintendent as the head of the headquarters PPU. Divisional commanders are also now much better sighted on PVP issues.

The headquarters public protection development and compliance unit has been set up within the same framework and reporting structures as the constabulary major incident team. The detective chief inspectors who lead these units report to the detective superintendent head of public protection and FMIT. In that way, the officers who deal with the prevention, the precursors to homicide and the investigation of homicide are working side by side under the same strategic leadership. The resources available to the unit have been increased with the inclusion of three additional detective sergeants, the Violent and Sex Offenders Register (ViSOR) central point of contact and additional research and analysis capability. The unit also includes the probation service multi-agency public protection arrangements (MAPPA) co-ordinator whose work has been integrated with that of the constabulary for a number of years.

PPUs in the divisions are being restructured with appropriate spans of control, geographical affinity with divisions and a significant investment in additional resources at detective inspector, detective sergeant, detective constable and police staff (administrative support) level.

Policy development has taken place under the umbrella of the homicide reduction strategy and the PVP policy and includes domestic abuse policy, child abuse investigation policy,

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dangerous and registered sex offender interim guidance, and missing persons policy. The constabulary is looking to widen the context to include a vulnerable adult abuse policy. At the present time, adult abuse is incorporated in the generic PVP policy document. The local authorities have picked up this issue and the constabulary is falling in line with that commitment.

There is evidence of innovative activity across Lancashire that has received local and national acclaim. This includes the Safe at Last project in Lancaster, SALs Place; the Awaken project in Blackpool; independent advocate domestic abuse training in Preston; vulnerable households in Blackburn; the SUDI protocol; HAPPI families; and Child Rescue Alert.

Vulnerable victims and witnesses are flagged to the courts and the Crown Prosecution Service (CPS) for specialist services and facilities to be made available to them. User group meetings are held to get feedback from other agencies to help to achieve quality of service improvements in these areas. Experience gained from the presentation of evidence following Operation Lund has led to discussions on how this can be taken forward and made routine in appropriate circumstances, particularly with the use of DVD technology. There have been mixed messages from the judiciary between those who are receptive and those who wish to retain the traditional paper-based systems.

Processes have been developed to build confidence around the MoPI issues. Resources used to manage this area have been ring-fenced and a Bichard steering group exists to oversee this area. The constabulary intranet is used to increase awareness of PVP and to show who is responsible for the management of the issues.

To support the training programme, PPU detective inspectors provide input to student recruits, custody officers and senior investigation officer courses.

## **Work in progress**

The headquarters development and compliance unit includes additional capacity to carry out audits and quality assurance work. Additional detective sergeants will provide leadership in the themed areas and will also be responsible for carrying out audits in those areas.

In conjunction with the development of each of the protective services, Lancashire is developing the ability to analyse PVP issues to make them more influential in the strategic assessment and the control strategy. There is a dedicated analyst within the central compliance unit to be supported by the allocation of a research post. The intelligence agenda is being widened beyond domestic abuse driven by pressure from the quarterly performance reviews. Products are now being taken into the level 1 and 2 tasking environments.

Analytical products are being developed to feed information into the constabulary strategic tasking and co-ordination group, tactical tasking and co-ordination group, quarterly performance reviews and into divisional and departmental management teams. Systems are also being developed to improve the efficiency and effectiveness of domestic abuse, child abuse investigation, registered sex offender and missing persons case management.

The intelligence agenda is to look at all aspects of vulnerability in more depth. However, as more and more issues are identified, the demand increases and the need to prioritise the use of scarce resources becomes more critical.

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The public protection strategy has been completed in draft form and at the time of the inspection was out for consultation with commanders and senior management teams. National Centre for Policing Excellence (NCPE) doctrine is still awaited, though in the meantime a determined interim direction document based on draft guidance has been implemented across all PPUs.

The constabulary needs to reassure itself that the current public protection framework meets the needs of the organisation to provide services of a consistent high standard across the organisation and in line with policy. In particular, the constabulary should ensure that lines of management responsibility are clearly understood.

A pan-Lancashire safeguarding vulnerable adults board has been established, which draws together the county council and the two unitary authorities. Associated policy is under development with a target date of summer 2007 for completion.

### **Areas for improvement**

There is a shifting emphasis from victim support towards investigation with a reliance on partners to fill the vacuum. The extent to which this is actually happening is not certain and the issue needs to be carefully managed.

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## Protecting Vulnerable People – Child Abuse

GRADE

GOOD

### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

Lancashire was the regional lead in the development of the Child Rescue Alert scheme, which was launched in April 2007. The scheme involves a number of key agencies that can immediately inform the public and galvanise their response to cases of kidnap and abduction, through targeted media action such as interrupting television broadcasts etc. The scheme has fixed protocols, agreed by all parties involved and is subject to ongoing review.

Case management processes have been integrated into Sleuth and processes are in place to ensure all PVP areas have a case management capability in the near future. This allows a real-time capability to look at any crime or case within the portfolio and to incorporate prompts and guidance, tasking and management requests into the system. Every crime now opens a Vic-Man file, which allows management of victims under the victims code.

### Strengths

There is a Lancashire safeguarding children board and three local safeguarding children boards. Senior police management attend the boards, whose influence has extended to

embrace *Every Child Matters*, with a clear focus on domestic abuse, teenage suicide and self-harm, bullying, child health and disability and child prisoners.

Child abuse investigators deal with intra-familial cases as well as those where the perpetrator is in a position of trust or custody, care or control. Officers do not routinely deal with non-familial sex abuse cases or internet grooming, although they do take on some cases. They are, however, available to assist with such cases. Child murders are dealt with by the major investigation team; however, child abuse investigators may well be seconded on to the enquiry team as appropriate.

The Sleuth system provides relevant information and intelligence to inform staff, including Neighbourhood Policing staff, of relevant activity and allows for a proactive approach to be adopted. The constabulary effectively uses CBMs and PCSOs as intelligence sources and to disrupt offenders where appropriate. Briefing items are produced where specific intelligence is sought

The policy and audit function within the corporate improvement directorate provides a focal point for NCPD doctrine. This ensures each guidance document is handled consistently and an examination takes place of what needs to be done within the constabulary context. Gaps are identified and decisions made as to what the constabulary intends to do to either fill the gap or not. In any event, reasons are given for the decisions made, with an appropriate audit trail in place. At this point, a project is managed on the basis of the identified needs and clear terms of reference are put in place. There is a quarterly review with project managers to monitor and review progress on development and implementation. A progress report on NCPD doctrine is submitted to the strategic tasking and co-ordination group periodically.

The vulnerable households initiative arose from the need to achieve the outcomes laid out in the safer, stronger communities block of the Lancashire (districts) LAA, particularly around:

- Crime reduction;
- The Respect agenda;
- Substance misuse; and
- Residential fire risks.

It was clear from previous analysis that a disproportionate amount of partnership activity was being channelled into a small number of families to tackle crime, anti-social and other behaviour-related issues, or were health, education or substance abuse related. It became clear that there were opportunities for improved joint working, information sharing and a more efficient coherent approach to tackling those families identified as 'vulnerable'. There were also opportunities to impact upon other LAA block outcomes such as:

- Teenage pregnancies;
- Children not in education;
- Employment or training; and
- Drug/alcohol misuse.

Consequently representatives from those other groups were included on to the steering group and applications were made for 'pump prime' grants to address stretch targets in a number of areas including:

- Criminal damage;

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- Domestic fire injuries;
- Litter and detritus; and
- Motorcycle casualties etc.

In January 2007, a grant of £120,000 was awarded to fund a co-ordinator for the vulnerable households until 31 March 2009, with a further grant from the information services branch joint Treasury/Cabinet Office for £600,000 to sustain the initiative into 2009/10. Recruitment was ongoing at the time of inspection.

There are two existing initiatives in Lancashire around vulnerable households in Blackpool (Operation Springboard) and Blackburn (NCH families project). The vulnerable households steering group has close links with these two groups and will develop good and best practice from these groups.

Plans of the vulnerable households initiative:

- Pilot in three sites;
- Include approximately 25 families per year from a multi-agency assessment framework;
- Provide intensive family support from one single point of contact;
- Improve information sharing;
- Improve outcomes for disadvantaged families; and
- Impact positively on LAA targets with potential financial awards (£2.7 million for targets achieved against an initial grant of £208,000 – note the criminal damage grant is shared with another initiative at £104,000. Awards would be equally apportioned.

One of the CAVAs performs multi-agency training for the safeguarding children board, including health professionals, social services and schools.

HAPPI analysis: conclusive evidence of clustering around deprived areas; analysis shows a number of risk factors involved; conclusion was that “education leads to prevention”; messages put on tea towels, bibs, coasters as well as posters/flyers. Funding (£50,000) was obtained from safer stronger communities to finance the project co-ordinator for the Foundation for the Study of Infant Death (FSID). Further work needs to be done to improve the data sets.

PVP performance issues are reflected in the corporate performance standing item at each strategic tasking co-ordination group meeting. The leadership profile of the MAPPA strategic management board (SMB) has also been raised with the ACC in attendance. The quarterly performance review process has raised some anomalies and driven the need to provide more meaningful data.

The constabulary has restructured the PPU, creating five units for the six divisions (Pennine and Eastern divisions have retained a joint unit, which is seen as appropriate for the area). Supervision levels have been increased and balanced across the units.

Lancashire had 6 dedicated detective sergeants and 25 dedicated child abuse investigators; however as a result of the review of public protection across the constabulary, 24 additional members of staff have been recruited from April 2007. BCU commanders have autonomy in respect of which area of the PPU they wish to allocate additional staff.

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All referrals are recorded on the family protection database. The headquarters PVP development and compliance unit includes additional capacity to carry out audits and quality assurance work. Additional posts at detective sergeant level have been introduced to provide leadership in the themed areas and further strengthen the audit process.

The family protection database is integrated with other constabulary systems such as intelligence and custody via the Sleuth data warehouse. This enables operators to see at a glance whether any nominal or addresses are known to any constabulary system and what previous contact there has been.

The constabulary has significant resources devoted to corporate communication and there are plans to strengthen this activity into all areas of vulnerability, building on the approach taken in respect of domestic abuse.

Lancashire features as a high-volume user of the impact nominal index (INI). The Bichard steering group is chaired by the DCC, who provides clear leadership in this area.

Information from confidential areas, such as the Tower project, is being fed into the intelligence unit in a sterile manner and translated into actionable intelligence. Information from the primary care trusts about child protection issues are picked up and linked where appropriate to domestic abuse.

A planned approach to training is in place. Joint training is carried out under the auspices of the local safeguarding children boards. All PPU and front-line members of staff have had in-house training. In addition, joint courses are undertaken with Merseyside Police and investigators are trained under the initial crime investigators development programme (ICIDP). Investigators receive 'achieving best evidence' training and will be the first to receive Tier 3 suspect interview training within the constabulary. The child exploitation and online protection centre (CEOP) delivered an education programme in local schools which was attended by child abuse investigators.

Lancashire, together with Merseyside Police, has developed a specialist child abuse investigators course that all children and vulnerable adult (CAVA) investigators are to attend. The training involves a distance learning module and computer-based exam prior to attendance. Some members of staff felt that the course was too basic for their needs. All staff are trained in achieving best evidence.

The PVP development team has regular meetings with the head of training to determine what level of training should be given to PPU staff and to communications operators, CBMs, etc. The ICIDP includes an input into child abuse and the Centrex module for domestic abuse. A number of staff have attended the specialist SOTI course. It is not constabulary policy to train CAVA investigators as family liaison officers, although some members of staff have had this course due to their previous role, and additional training will be provided if it is thought necessary.

Child abuse investigators are not subject to routine abstractions other than to assist with cases that involve their field of expertise, ie child abuse investigators attached to child homicide enquiries.

Lancashire has recently introduced a welfare protocol that dictates all members of staff working in this area must attend occupational health twice each year. This builds on the previous position that saw staff receiving mandatory counselling on an annual basis. The process is supported by fortnightly meetings to discuss welfare issues.

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Terms of reference for the unit are strong, with the police focusing on investigating and prosecuting, and social services taking primacy for children's services and focusing on safeguarding and welfare.

All student officers get attachments to the PPU where they will spend one or two days in each discipline. Although this is seen as a positive move, some members of staff felt that the attachment is too early on in the officers' careers for them to fully appreciate what is expected of them.

### **Work in progress**

CAVA databases are in need of updating and the constabulary is in the process of creating new systems, including case management. At the present time, some PPUs retain paper files on cases. Referral can require a number of forms/databases to be completed including:

- Initial CP1 form;
- Enter data on to the family protection unit database;
- Input data on to the CRS system;
- Submit intelligence – Sleuth; and
- Crime report.

CRS logs are completed to varying degrees in each PPU. Some staff will create CRS entries for all cases with which they deal, whereas others rarely complete logs.

The case management system is used to manage missing person investigations and is being developed further to incorporate domestic abuse and child abuse cases. The aspirational target is for CPS to be able to access the system.

Lancashire does not formally monitor caseloads per officer but, with the implementation of the new PVP policy and the increases of resources in the compliance unit, the range of information gathered will broaden and will include caseloads per officer.

The offender management group has recently been introduced as the central point for offender-based multi-agency work. The unit sits alongside the MAPS teams and complements their function.

Some PPUs carry out staff briefings to improve the knowledge levels of operational officers, which is seen as good practice. However, there is no consistency across the constabulary, with staff in some divisions receiving no such briefings.

### **Areas for improvement**

Child abuse investigators in some divisions provide night cover for the CID. While acknowledging that this may only occur two or three times per year and is intended to ensure that specialist investigators have a broader perspective, it is potentially an area of concern that needs to be monitored.

Processes to convert good practice to standards that can be applied and audited across the constabulary area are an area for improvement.

Constabulary policy requires 100% attendance at case conferences. However, it was acknowledged that actual attendance was below this level, with particular difficulties experienced in respect of reviews. Attendance is included in the divisional quality performance reviews.

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**Protecting Vulnerable People – Domestic Violence**GRADE **GOOD****National grade distribution**

Excellent	Good	Fair	Poor
1	13	27	2

**National contextual factors**

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liaison role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

**Contextual factors**

Proactive media and marketing campaigns have been carried out across Lancashire raising the profile of domestic abuse. The *Lancashire Evening Post* was directly involved and contributed by featuring a campaign over a 14-day period. The constabulary has significant resources devoted to corporate communication and there are plans to extend this activity into other areas of vulnerability.

Performance in relation to domestic abuse across the county has improved. Prosecutions have increased, eg Blackpool increased by 300%. There has also been an increase in the number of successful outcomes. Specialist domestic abuse courts are being introduced in all divisions. Retraction clinics are held to assist the CPS.

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## Strengths

Policy on domestic abuse has been reviewed and was re-published in February 2007.

Domestic abuse repeat offenders and victims can be identified through the command and control, intelligence and crime systems. Divisions receive a monthly update of victims, and the tasking process ensures the creation of 'problem profiles' as appropriate.

The computerised domestic abuse database is linked to the command and control system, and vulnerable individuals and addresses are flagged. A working group is reviewing the database, which is being rewritten to link it to risk management and task management tools.

The crime management unit quality assures all incident logs. Where the initial report differs from the finalisation information, clear information justifying that action must be recorded by the reporting officer.

The policy and audit function within the corporate improvement directorate provides a focal point for NCPE doctrine. All guidance documents are handled to a consistent standard and an examination takes place of what needs to be done within a constabulary context. Gaps are identified and decisions made as to what action is to be taken and an audit trail is in place. Clear terms of reference are in place and there is a quarterly review with project managers to monitor and review progress on development and implementation. A progress report on NCPE doctrine is submitted to the strategic tasking and co-ordination group periodically.

There is evidence that domestic abuse incidents are robustly monitored. Incidents are included within the quarterly performance review process.

Domestic abuse is considered within a corporate performance framework, with staff being measured in respect of the following:

- Arrests;
- Submission of risk assessments;
- Timeliness of submitting forms; and
- Quality of contacting victim after the offence.

Meaningful strategic partnerships are developing. The constabulary is seen as the organisation taking the initiative in this area and has provided a number of free conferences to drive the issue further. Information sharing includes the voluntary sector (although there is a perception that there is a lack of referrals and the police do not always know what they can offer). Information sharing by the health sector is complex but developing. A multi-agency development day for domestic abuse has been held and the voluntary sector input was seen as impactful. Feedback from magistrates was that the training was of a high quality and gave a real understanding of domestic abuse issues. A local domestic abuse forum in south east Lancashire has provided additional training for police officers.

The constabulary links into specialist domestic abuse courts and has helped to set up processes with specialist prosecutors and magistrates. There has been an increase in the number of guilty pleas and the use of witness warrants has also increased. Co-operation between all agencies has improved. LCJB funding was used to carry out a review of the arrangements and the findings were used to drive further improvements. The introduction of domestic abuse courts has been undertaken in conjunction with the development of multi-agency risk assessment conferences (MARACs) in which the criminal justice department has also been involved.

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SALs Place (Safe At Last) is a dedicated domestic abuse facility where high-risk victims sign up to a monthly MARAC-style meeting. Joint visits to domestic abuse victims are undertaken with social services.

The strategic tasking and co-ordination group now has PVP performance issues on the agenda, reflected in the corporate performance standing item. The leadership profile has also been raised on the MAPPAs SMB, with the ACC in attendance. The police authority has reviewed accountability and scrutiny arrangements in this area. The performance review process has raised some anomalies and driven the need to provide more meaningful data.

Communication operators follow a clear policy when despatching officers to domestic abuse incidents. This includes keeping the caller on the phone to gather as much information for the responding officers as possible. While this is taking place, a second communications operator (referred to as an incident facilitator) will research the constabulary databases to gather additional information to assist the risk assessment process of attending officers. It is rare that an officer will be sent single-crewed to an incident involving domestic abuse and officers will be diverted from other operational incidents to assist.

There is a consistent approach to the information that is passed out to officers en route to incidents. It is generally the case that officers get the information they need. Communication operators endeavour to get the most suitable resource to deal with domestic abuse incidents, and would therefore not deploy PCSOs (who do not have the appropriate powers) to the scene.

Incidents involving domestic abuse receive a high-grade response and are invariably prioritised above other immediate graded incidents because of the risk factors involved for the victim.

At the conclusion of any domestic abuse incident, the constabulary command and control system has the facility for a number of markers to be placed on any address. Domestic abuse is one of those markers. In addition, the system automatically flags previous incidents at any address. Lancashire policy dictates that where an address has a previous domestic abuse marker on it, then communications staff must scan the Sleuth system for any relevant information regarding the address or occupants and pass it to the officer attending the scene.

The current risk assessment tool used is SPECSS+. However, with the impending introduction of MARACs, the constabulary plans to use the South Wales version of SPECSS. Front-line officers gather the relevant information and send the details to the PPU where trained officers carry out the actual risk assessment.

All incidents are either opened on the specific National Standards for Incident Recording code for domestic abuse or, where a crime is recorded, a domestic abuse marker is placed by communications staff in the local requirements field. This allows instant identification of repeat locations for radio dispatchers.

On attendance at the scene of a domestic abuse incident, officers have been instructed to obtain the names and ages of any children present. These details are recorded and officers telephone them through to the crime input bureau along with all other details, such as victim, offender and details of crime report etc. The crime input bureau staff open the domestic abuse database and input the details of the children. The administration staff in each PPU then scan the database on a daily basis and pass the information about children at domestic abuse incidents to the relevant social services department and the appropriate health visitors.

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Constabulary policy exists for dealing with incidents involving police officers and police staff, in which it is made quite clear that victims and complainants must be dealt with in exactly the same manner as any other.

Information and intelligence systems are considered to be effective with quick and seamless access between appropriate constabulary systems. Members of staff have access to the domestic abuse database, which is particularly good for identifying repeat offences and victims through markers placed in the address field in Sleuth.

The crime recording system also provides additional information. The command and control system automatically searches for the last four to five incidents at the given address, although it is possible to look at additional incidents beyond this.

Domestic abuse receives a high level of attention at a corporate level. This is supported by a robust quality assurance of command and control logs. The minimum requirement for each domestic abuse incident before it can be finalised is a crime number, completion of a risk assessment, and completion of a quality assurance of the log by supervision.

Variances in court and custody outcomes in terms of substantive offences and sanctions are being monitored and addressed. The constabulary is looking at sanctions related to convictions, pushing all opportunities in respect of the use of Crime-Related Anti-Social Behaviour Orders, sex offender prevention orders (SOPOs), and Proceeds of Crime Act 2004, where appropriate.

Lancashire routinely gathers domestic abuse performance management data in respect of the following:

- The number of incidents;
- The number of arrests made;
- Breakdown of arrests by offence;
- Arrest rate as per SPI 8a;
- Sanctioned detection rate for crimes;
- The number of children who are affected by domestic abuse;
- Disposal of offenders, eg charged and bailed or released without charge; and
- Risk assessment compliance rates.

All data is compared with the previous quarter and is colour coded depending upon improvement or deterioration in performance. Although data is the subject of quarterly reviews by the ACC with the divisional commander, the ACC receives the data on a monthly basis. Constabulary systems allow the monitoring of some data on a daily basis. The CPS also provides data in respect of successful and unsuccessful prosecutions and the reasons for the outcome, eg victim refusing to give evidence.

Posts are generally not multi-functional and officers deal with incidents in their own area of business. However, some divisions do have some overlap on weekends if one area has an identified need within the PVP environment. The posts are not subject to routine abstractions other than to assist with cases that involve their field of expertise, ie domestic abuse investigators attached to domestic homicide enquiries.

Domestic abuse now has a higher profile led by a detective superintendent and supported by a detective chief inspector. The intelligence unit is being far more proactive and by

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including domestic abuse into the daily tasking process, there is a strong drive to get officers to deal with this area of business.

The case management system is seen to work well and will be used to track all investigations within the PPU field across the constabulary. A facility built into the system is for all cases to be password accessed. In the future this will allow victims to access their cases via the internet and see the case progression in person.

Domestic abuse is offender focused; however, there is also a focus on victims which is improving. To support divisions tracking victims, a victim management system (Vic-Man) has been introduced. There has been a strong movement away from liaison officers being entirely victim focused and being reluctant to make arrests. Domestic abuse analysis is undertaken to identify hotspots.

A consequence of the move from victim to offender focus was a requirement for other options to provide support to victims of lower graded cases. SALs Place in Lancaster has a multi-agency approach to victim care and support and is funded by the CDRP and run jointly by Lancashire Women's Aid and other agencies. The project received a national award for problem solving in 2006. A member of police staff attached to the unit allows instant access into police systems.

Domestic abuse investigators are trained in accordance with the ICIDP and are co-located within the PPU's with child abuse investigators. Specialist domestic abuse training is to be rolled out during 2007. Many domestic abuse investigators are also trained in achieving best evidence. Domestic abuse officers provide awareness training to staff including response officers. Training inputs take place on Wednesday afternoons at a time of response officers overlap.

Lancashire is keen to develop the use of MARACs and sees SALs Place as being suitably placed as a central point for such conferences. The project was set up on a one-stop-shop philosophy, creating a safe environment where victims can attend without having visited the police and obtain advice and guidance. It was intended that clients would access legal advice from resident solicitors and the Citizens Advice Bureau; however these agencies cannot financially stand a full-time placement of their staff at the centre. Consequently, these agencies have moved away from the scheme and operate on a referral basis from the centre.

Policies have been reviewed and are in line with NCPE guidelines. All policies are considered to be current and give clarity to staff. An interim policy is currently in place for managing sex offenders and violent offenders.

The constabulary has a dedicated domestic abuse database to which all staff have read-only access. The system is integrated with other constabulary systems, such as intelligence and custody, via the Sleuth data warehouse. This enables operators to see at a glance whether any nominals or addresses are known to any system.

Job descriptions of domestic abuse officers are up-to-date and accurately reflect their current role.

Supervisors have given presentations to the CID and CBM offices to explain their roles, and the intranet has been updated to be more informative. An education package is in place to explain the importance of domestic abuse evidence gathering at scenes to secure greater conviction rates. This approach is being further developed with a member of the ViSOR team developing a briefing package in respect of SOPOs.

## Work in progress

The constabulary is seeking to reduce (agreed with the police authority) the number of repeat domestic abuse victims from 29.5% to 27.5%. This is a stretching target.

The first MARAC was held at Blackpool during May 2007 and these conferences will be rolled out throughout Lancashire where there will be nine in total. It is envisaged that the MARACs will be supported with ICT and administration which will handle referrals at the centre. The introduction of MARACs has been slow, although it is acknowledged that this is not fully attributable to the police.

The case management system is used to manage missing person investigations and is being developed further to incorporate domestic abuse and child abuse cases. An aspirational target is for the CPS to be able to access the system in the future.

Lancashire does not formally monitor domestic abuse investigators caseloads per officer. This is left to individual supervisors as part of their day-to-day regime. However, this process will be formalised under the PVP policy, which will require supervisors to review officers' workloads and document that this has been done.

Risk assessment is recorded on the domestic abuse database in the victim log and a hard copy is stored in the PPU. However, work is currently under way to move to a fully IT-based system.

The maintenance of the domestic abuse database with risk identification information is an issue of concern. The constabulary needs to ensure that arrangements support the generating of appropriate interventions and activity rather than officers becoming slaves to a process. Double keying information into the incident log and then into the domestic abuse database is not popular with officers; however, the introduction of the Crime 2 application will populate the risk identification information directly into the domestic abuse database.

Searching on Sleuth in respect of domestic abuse has to be accurate due to the data being on an older part of the system. This is being reviewed to ensure that searches will improve in the future.

Lancashire is to replace the command and control system and the system for task and operational resource management (STORM) is due to be implemented in 2008. This is expected to provide benefits in the access of information from IT systems.

Independent domestic abuse advocates are present in all divisions to develop risk management plans with victims and increase confidence in the system.

Witness care units have been introduced in a number of areas with support from the police authority. The constabulary is maintaining its level of involvement standardising and developing processes wherever possible and some efficiency savings have been made. Selection processes, training and role clarity is good and this has paid dividends with good feedback from the courts. Ineffective trial rates are improving; however, processes are constrained by ineffective court case management systems. Witness care units have supported victims of domestic abuse by conducting dress rehearsals for trials, applying for increased numbers of witness summonses and converting those to witness warrants where necessary. Witness needs assessments are carried out early in the process and there has been better co-operation from the courts to list cases appropriately.

Domestic abuse is central to performance management. The constabulary has previously measured arrest rates and is now looking at the percentage of domestic abuse offenders who are released without charge (reduced from 30% to 25% in the last quarter). There

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remains a need to empower victims to know what evidence is required for a successful prosecution to achieve greater reductions.

### **Areas for improvement**

Reality checking in a division showed a strong focus on domestic violence risk assessments and ongoing developments to the database. However, a number of areas for improvement remain, including staff outside of the domestic violence discipline tasked with addressing a backlog of assessments; a number of risk assessment received in March 2007 remain to be actioned awaiting submission of crime reports; and a number of risk assessment forms submitted are not signed by the officer submitting and/or supervisor.

Officers attending domestic abuse incidents are required to submit a document that indicates the levels of risk based on social and domestic factors and contributes to the risk assessment process. However, despite a number of campaigns, return rates are variable and an area for improvement.

Risk assessments are carried out by different grades of staff in each of the divisions, from domestic abuse investigators in some, to police staff in others. There is a belief among some staff that the process needs a degree of corporacy and to be streamlined. Staff reported a planned change to the risk assessment form to simplify issues. The present situation raises the question whether staff are trained to a consistent level.

Although there is a corporate framework and domestic abuse policy, each unit appears to work to different standards, with varying degrees of focus on victim/offender-based work.

Processes to convert good practice to standards that can be applied and audited across the constabulary area are an area for improvement. Previously, practitioner meetings were held and staff found these to be of use, however, they are no longer carried out. Staff felt that in light of recent changes to policy and a drive towards improving corporacy it would be beneficial to reinstate them.

There is an inconsistent approach to domestic abuse victims across the divisions. Where independent domestic abuse advisers are in place, this is done well. Improved support for victims would improve the success rate of prosecutions.

Communication operators regularly receive calls from PPU's to input CRS logs on to the command and control system. Although it is correct practice for logs to be created when operational matters are reported through different channels, calls for service should be routed through the communications room to be graded. There is some concern that not all incidents are recorded and that vital intelligence and information may be missed. The situation could also indicate a lack of supervision at the time of the initial call with the requirement for retrospective logging of incidents.

**Protecting Vulnerable People – Public Protection**

GRADE

**GOOD****National grade distribution**

Excellent	Good	Fair	Poor
2	16	23	2

**National contextual factors**

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPAs, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPAs, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPAs, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPP).

In 2003, the Home Secretary issued MAPPAs guidance to consolidate what has already been achieved since the introduction of the MAPPAs in 2001 and to address a need for greater consistency in MAPPAs practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

The constabulary part-funds a MAPPA co-ordinator (seconded senior probation officer) who works with the central public protection development and compliance team. The co-ordinator works with the three agencies with a duty to co-operate to ensure consistency in MAPPA application across Lancashire as well as to support the work of the MAPPA strategic management board. The co-ordinator works with police and probation colleagues to review performance and provides data and information on current and predictive performance.

ViSOR is not seen to be fit for all purposes. The system has been rolled out to the probation service as an administrative tool and to fulfil a Home Office requirement, however in its current manifestation it is not capable of being used as a case management system and Probation uses its own system (CRAMS). ViSOR roll-out to NOMS has begun under a national agreement, the aim being that ViSOR will be the primary IT tool supporting MAPPA.

### **Strengths**

The accountability for dangerous and sexual offenders ultimately rests with the ACC (territorial operational and criminal justice) who drives activity through the BCU commanders. There is a clear line of accountability to operational police officers and police staff.

PPU performance is scrutinised by the ACC in the quarterly performance review process, which contains specific performance and management data for the management of dangerous and sexual offenders.

The divisions are linking into the central support function with the detective inspector from the PPU taking part in the strategic management board, and conversely the strategic lead on PVP taking part on the Eastern and Pennine divisional cluster strategic programme board.

Dedicated members of staff assigned to the management of dangerous and sexual offenders are co-located with domestic abuse investigators and child abuse teams under one tier of management. There is also a small team aligned to the intelligence unit who support proactive operations and provide links into the prison service as well as intelligence development for dangerous and sexual offenders.

The constabulary strategic tasking and co-ordination group now has PVP issues on the agenda. The leadership profile has also been raised on the MAPPA SMB with the ACC in attendance. The police authority has reviewed accountability and scrutiny arrangements in this area. The quarterly performance review process has raised some anomalies and driven the need to provide more meaningful data.

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Public protection issues regularly feature in tasking and co-ordination meetings and CBMs are receiving awareness training in a way that reflects the changing intelligence requirement. The process now needs to develop to facilitate the effective management of the issues at the strategic level.

During the last 12 months, the PPU business area has taken a very high profile in the day-to-day business of operations managers. The constabulary is going through a transition assessing the skills required and filling the gaps. The first tranche of Tier 3 interview training has been allocated to PPU officers.

All staff involved in the management of dangerous and sexual offenders have completed a week-long high-risk offenders course, which has been developed in-house and is subscribed to nationally by most forces across the country. The model has been identified by Centrex as the basis of the national course. The course contains an accredited input on RM2000 and work has been undertaken to ensure that all staff working in this area possess an up-to-date qualification.

All staff are trained in the use of ViSOR by a nationally accredited trainer. Many staff have been trained in level 1 surveillance techniques.

Supervisors attend MAPPA chair meetings and workshops where they are updated on local, regional and national issues.

The policy and audit function within the corporate improvement directorate provides a focal point for NCE doctrine. In the past, a project manager within a related department would be identified and tasked with developing the issues; now each guidance document is handled consistently and an examination takes place of what needs to be done within the constabulary context. The gaps are identified and decisions made as to what the constabulary intends to do to either fill the gaps or not. In any event, reasons are given for the decisions made with an audit trail in place. At this point, a project is managed on the basis of the identified needs and clear terms of reference are in place. There is a quarterly review with project managers to monitor and review progress on development and implementation. A progress report on NCE doctrine is submitted to the strategic tasking and co-ordination group periodically.

The local strategic partnership is driving a joint agency initiative in respect of vulnerable households within the South Ribble area. The initiative is being overseen by a member of the local authority and has a strong focus with work undertaken building on the principles of *Every Child Matters*. The initiative has initially focused on five families with a dedicated lead professional for each family. All five families have a specified action plan in place. A detailed training programme has been provided for all participants. The initiative is to be evaluated by Liverpool University. The lack of involvement and integration of social services in the initiative is seen as an area of concern and has raised some frustration.

A dedicated financial investigator within the dangerous and sex offender section of the intelligence unit assists in tracing missing sex offenders, confiscating money from people who make money illegally from the sex trade, and carries out financial profiling. The level of risk is determined by the extent to which the whereabouts of sex offenders are known and financial investigation provides an efficient means of tracing missing registered sex offenders.

The dangerous and sex offender section of the intelligence unit has close links to the high-tech crime unit to deal with abusive images of children. The constabulary has devoted much time to engage effectively with the developing CEOP centre and relationships have developed into a useful network of contacts.

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The MAPPA SMB has a media and marketing group that brings together all of the media people from the partner agencies to apply policy consistently. The constabulary media department is involved in the reactive management of situations, eg around sexual offender management, ensuring effective communication aimed at reassuring the public.

Lancashire has improved its position with regard to the management of dangerous and sex offenders in the last year and the corporate understanding of the issues is developing; however, there remains a need to develop appreciation of the risk of harm.

Posts in respect of the management of dangerous and sexual offenders are dedicated posts and staff are not routinely abstracted or deployed in other areas. However, they do provide support to other PPU disciplines on some occasions, ie weekend cover where demand in other disciplines warrants action.

Arrangements are in place to ensure that staff are regularly debriefed by trained staff to ensure any welfare or other support needs are addressed. The process takes place twice yearly. In addition, supervisors undertake fortnightly welfare checks with a review of the caseloads held by staff.

The ViSOR unit sits within the intelligence unit, so high-risk cases would be subjected to surveillance or other action. Analysts work in the high-risk offenders unit and are looking at intelligence around PVP.

A ViSOR co-ordinator post has been established within the MAPPA co-ordination framework at constabulary headquarters and this has had a positive impact on the management and quality of the ViSOR database. ViSOR has been rolled out to one prison and will be made available within the probation service in the next 12 months. Meaningful analysis of the data is now taking place, which informs business development. Consequently, communication has improved between the agencies.

In the absence of any national guidance for public protection, which has been significantly delayed together with the national standards for the use of ViSOR, the constabulary issued interim procedural guidance to all appropriate staff providing prescriptive direction as to how visits should be conducted and how they should be recorded. Sleuth has been updated to include a ViSOR marker for each offender.

The dangerous and sexual offenders unit (dangerous and sex offender section of the intelligence unit) has been set up as part of the intelligence department to look specifically at the level 2 issues connected to registered sex offenders, non-registered sex offenders and potentially dangerous persons. The unit provides level 2 support for divisional PPUs and anyone at any level who gives cause for concern. The unit engages in overt and covert intelligence work, has surveillance capacity and incorporates a dedicated financial investigator.

Wymott Prison houses the largest community of sex offenders in Europe and the constabulary has maintained a project at the prison for ten years. Officers engaged in the project identify high-risk individuals as they enter the prison and make links with their eventual destination throughout the UK. Wymott is the first prison to have the ViSOR national computerised intelligence system installed. There are three prison intelligence officers attached to the Wymott project to look at registered sex offenders based in Lancashire, registered offenders based elsewhere in the UK and other offenders. The officers also look for opportunities to feed back information of value to the prison service.

The volume and density of registered sex offenders in some areas creates significant issues in respect of capacity and capability. In the Eastern and Pennine divisions, because of the significant volume and presence of two approved premises, a pilot is taking place where

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selected medium and low-risk offenders are visited by CBMs under the supervision and review of the dedicated PPU detective sergeant, who manages the level of activity and oversees the review of levels of risk.

Lancashire has hosted a multi-agency non-statutory partner conference including housing associations, JobCentre Plus and local authorities. The purpose was to raise knowledge levels of non-statutory partners surrounding MAPPA processes. The intention is to repeat the event on an annual basis. This is within the core business of the MAPPA SMB business plan, which drives activity. Housing association representatives are invited to the MAPPA SMB.

Concern was expressed that relationships with partners can have a negative impact on the effectiveness of the process, eg difficulties in housing offenders leaving custody can become a MAPPA issue in order to raise the profile of the case. In this case, the information will be presented as a security problem when in reality the issues are about housing. This type of issue has been successfully addressed in other forces through the SMB.

A joint policy/protocol has been established between the constabulary and probation, which sets the charring threshold for level 1 and level 2 cases at the rank of detective sergeant. Level 1 cases are cases involving a single agency response and will be considered by the detective sergeant with their staff. A typical level 2 case would involve a local risk management meeting, which acts as a filter for MAPPA and predominantly results in some bilateral agreement of actions with probation. Level 2 cases would generally be chaired by the PPU detective inspector from the area on a monthly cyclical basis, though there is the facility to call MAPPA meetings at short notice should the need arise. Level 3 cases are catered for as a multi-agency public protection panel. These panels are chaired by the divisional PPU detective inspector in partnership with a senior probation colleague.

Briefing pages include information on targets and sex offenders (some tasking of CBMs/PCSOs also takes place in this area of business). Management of low and medium-risk sex offenders are generally tasked through the briefing system. The level of police activity depends upon the level of risk, from general briefing item to tasking, monitoring or surveillance. Previously, staff would only be able to obtain information about sex offenders via the PPU office or from doing research on the Sleuth system.

Monthly meetings take place with PPU detective sergeants to review the management of those registered sex offenders who represent the biggest risk.

There is a single point of contact within each divisional intelligence units who provides quality assurance for intelligence on the system and links to the dedicated analyst connected to the dangerous and sex offender section of the constabulary intelligence unit, which scans incidents and crimes for implications in this area.

The intelligence unit at Preston now publishes details of the highest risk individuals on the Sleuth briefing pages. The system will be rolled out across the constabulary.

The dangerous and sex offender section of the constabulary intelligence unit actively markets its availability and awareness of the issues within divisions and has established a good network of internal communication. Awareness training is given to probationary constables, special constables, new CBMs and PCSOs. The aim is to broaden the scope of the understanding of the issues, including the internet and CEOP, and to develop the profile of the intelligence unit at the same time. This process is about communicating a generic intelligence requirement and is reinforced by indicators published on the Sleuth 'white board'.

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There is evidence of effective links between the PPU and the missing from home (MFH) domain, ie a link with the MFH co-ordinator re case conferences involving persistent MFHs. This further demonstrated the effective working relationships evident within the PPU. The introduction of a monthly team meeting supported by an away day helps cement relationships and an effective working environment.

### **Work in progress**

The MAPPA SMB is chaired by the ACC (territorial operational and criminal justice). Non-statutory members are now more engaged and things are moving forward towards joint performance indicators. A joint inspection has taken place with HMI of Probation, the output of which is a joint action plan.

NCPE codes are still awaited. An interim direction document (developed from draft codes) has been created and published and is now in place across Lancashire. A seminar has been held for all dangerous and sex offender staff to launch the interim direction document. Specific policy on the management of dangerous and sex offenders will be formally developed once national guidance is released.

Probation has indicated a wish to co-locate a psychiatrist post and further administrative support with the constabulary. It is envisaged that this enhanced central function will improve quality and consistency surrounding domestic abuse risk assessments, MARACs, MAPPA and registered sex offenders.

An audit and quality assurance process is now in place to deal with inconsistencies in the use of ViSOR. The co-ordinator has a regime of visits to divisional PPUs and, as a result, some of the inconsistencies have been addressed. All members of staff attend the internal high-risk offenders course; however, there is little formal training in the use of ViSOR. The co-ordinator is to attend the training the trainers course to address this issue. The constabulary is looking towards developing the role of administrative support staff as single points of contact and to create nominals to a consistent standard.

It was identified within the intelligence function that domestic abuse offenders and high-risk offenders were not generally known by neighbourhood officers and this meant that limited intelligence was being made available to the intelligence unit, from which these offenders could be more effectively managed. High-profile cases of 'outing' by national newspapers has not assisted matters in this respect. It is the aim of the intelligence unit to provide clear information to all staff working in a locality of the threats posed by such individuals and to task appropriate staff with intelligence requirements to assist the tasking process. To this end, an IT solution has been incorporated into Sleuth to include domestic abuse offenders and high-risk offenders on to the briefing pages for each division, together with a personal profile and any specific intelligence requirement. The target was to provide such a page for the 12 highest risk nominals. Preston has been set up as a trial site.

Quality performance reviews identified that staff are not making sufficient use of SOPOs. There is a lack of knowledge by officers, the CPS and even the judiciary limiting what orders they invoke. Part of the education in this respect will come from the use of case management, supporting training and awareness.

Marketing of the new concept is considered to be an important area and this will be 'sold' through tasking and co-ordination groups and daily briefing. Also, each sector has a force intelligence officer, a local intelligence officer and an assistant who will be used to publicise the pages. Although still in the very early stages, the changes have already started to deliver improvement. An example was given of the targeting of an individual with drink-

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related domestic abuse behaviour, who was dealt with for alcohol-related offences away from home, indicating a more innovative approach to tackling problems.

The case management system has been trialled in Preston and will be implemented in Northern division before being rolled out across Lancashire. An aspirational target is for the CPS to be able to access the system in the future.

INIs are looking at intelligence from MoPI and intelligence relating to sex offenders, with a particular emphasis on child sex offenders. The constabulary carries out surveillance, billing enquiries and covert internet investigation etc, on high-risk offenders. A growing area of concern is the grooming of individuals over the internet. An area in development is in respect of covert internet intelligence gathering. This is a complex area that requires difficult IT solutions.

### **Areas for improvement**

Processes to convert good practice to standards that can be applied and audited across the constabulary area are an area for improvement.

There are significant variations in the way the different aspects of sex offender management are undertaken in divisions. A policy document will soon be available that brings a consistent approach in key areas. At the present time, there are variations in the management of visits, proactive and reactive investigation and victim support.

The mechanisms in place in respect of visits to low and medium offenders differ between divisions. CBMs visit low and medium offenders on Eastern and Pennine divisions on a six-monthly basis (visits are undertaken in uniform). Western division has a policy that only PPU staff are qualified to undertake such visits in order to ensure quality is maintained. In Northern division, a third system is in operation in which CBMs are used to accompany PPU staff in order to ensure visits are not made by individual officers. The constabulary needs to be satisfied that CBMs are properly trained to undertake the role and there is an awareness of the implications of delegating responsibility for home visits to non-specialist officers.

Communication between headquarters and divisions is an area for improvement and this can explain inconsistencies in the application of policy. Initiative-based development in some ways highlights these inconsistencies that cause frustration at the centre with the variations in the levels of service delivery.

## Protecting Vulnerable People – Missing Persons

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

### National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

### Contextual factors

The positive action taken in respect of missing persons and repeat missing persons has resulted in a substantial reduction in the number of cases. This has been acknowledged externally with the Guardian Public Sector Award. With the constabulary estimating the cost of each MFH at £1,000, a reduction in the annual number of 6,200 cases means significant savings.

There is a strong focus on repeat missing persons (more than three occasions), which are seen as a major area of concern (448 in a 3-month period prior to inspection). Work is ongoing in respect of this, including work with the Care Homes Inspectorate.

The constabulary is a pilot for the missing persons helpline and a national conference is to be held in the area. The BBC is making a documentary in Lancashire based on the management of children's homes.

### Strengths

Policy and strategic direction around the investigation of missing persons is centrally controlled, whereas there are divisional missing persons champions and daily activity to trace missing persons co-ordinated locally. The major incident team detective inspector carries out a daily review of the risk levels of current missing persons. In the 12 months prior to inspection, there had been an 11% reduction in the numbers of missing persons.

The investigation of missing persons is very high profile within Lancashire. Reviews are carried out virtually on an hourly basis. There is good process support to aid early identification of the appropriate level of risk and early intervention.

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The constabulary makes use of a number of different specialist resources. These include trained missing person search managers at divisional inspector/sergeant level being used in place of POLSA search managers; FMIT resources and technical support; financial investigators looking at banking and benefits; media liaison; family liaison officers in respect of potential fatal and prolonged enquiries; and the engagement of Interpol.

The major incident team carries out a daily review of missing persons risk assessments, which ensures there is a consistent standard of investigation across the constabulary.

There is clear evidence of multi-agency work including use of mountain rescue teams (which can be used for searches in urban areas); fire service (thermal imaging); and Awaken project (which can report a missing person where the parents do not make such reports, which is of benefit for data exchange).

The reduction in the numbers of missing persons is due to more effective management at every level including dedicated co-ordinators in each division. This includes:

Repeat missing persons – more than five per quarter prompts an enquiry from the divisional commander as to what has happened – more than ten per quarter prompts an enquiry from the ACC. The identification of push factors (eg a new bully in the care home) or pull factors ('honey pot' active) can assist in reducing repeat offenders also.

Lancashire has an established MFH cases performance review process. The aim, purpose and scope are outlined below:

**Aim** – to provide an overview of repeat missing person cases in Lancashire and their links with criminality; to identify target individuals and establishments and thereby assist divisions in the reduction of such cases through interventions.

**Purpose** – to inform divisional MFH champions, divisional management teams and performance reviews of the current situation, with regard to the most frequent and vulnerable missing persons and the establishments from which they emanate.

**Scope** – through interrogation of the MFH database, crime and INTL systems the following areas have been examined:

- Comparison of repeat cases over the latest quarter, January to March 2007, with the same period during 2006, 2005, 2004 and 2003 for each division;
- The total number of repeat cases across the constabulary and by division for the 12-month period April 2006 to March 2007, compared with the previous three years;
- Look at fourth quarter data in terms of targets set in previous report;
- Comparison of repeat cases during the months April to June 2003 to 2006 by division for forecasting purposes;
- Identification of the most frequently missing individuals within each division;
- Identification of those establishments and family homes from where individuals are most frequently reported missing within each division; and
- Divisions have produced profiles of those individuals who have been missing on more than nine occasions in the last quarter. These persons have been examined with a view to highlighting their particular vulnerability and links to criminality and possible areas of future intervention.

The missing person database is an excellent facility in support of the effective recording and management of missing persons and there are effective links with other IT systems,

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including the Police National Computer, the national MFH helpline and the national MFH desk. The system has been designed with the user in mind in respect of constabulary policy, compulsory requirements, dropdown menus, transfer of duplicate information, toolkit menus, etc. In respect of the effective management of cases, there are appropriate levels of review and a number of prompts to ensure compliance.

The case management system is used to manage missing person investigations and is being developed further to incorporate domestic abuse and child abuse cases. This allows a real-time capability to look at any crime or case within the portfolio and to incorporate prompts and guidance, tasking and management requests into the system. Every crime now opens a Vic-Man file, which allows management of victims under the victims code.

Sleuth gives real accountability and entries are timed. Risk assessment and management processes are built into the system and prompts are given for the resources needed in each case. The Sleuth toolkit has golden hour guidelines meaning that the officer attending does not need to be an expert in respect of MFH enquiries but can follow guidelines as directed. Reviews are undertaken via the system and actions allocated as appropriate. A case history of a missing person is held on the system and can be searched to inform future enquiries.

Lancashire has good multi-agency arrangements in place to support the management of missing persons. This includes a multi-agency champions group that meets quarterly and reviews performance information on repeat individuals and locations.

Lancashire is looking to pilot an initiative with local care homes that will see the homes self-reporting and cancelling missing persons directly on to the police system. Issues in respect of data protection have been overcome and a pilot is to commence in the Southern division.

Work has been undertaken to reduce repeat missing persons. Awareness has been raised with social services to ensure foster children are located away from their parents to reduce the temptation to travel home easily.

A full analysis has taken place into missing persons in the Fylde area concluding that the police needs to be more proactive about the suitability of placements in care homes. There are circumstances where the vulnerability of children is increased by placing them in certain locations. The constabulary has worked with social services to improve the arrangements.

One division conducts separate missing persons interviews with young people and over an 18-month period this contributed to a 60% reduction in repeat missing persons. This has been achieved by offering to speak to young people before they go missing – ‘Talk before you walk’ – and in some circumstances they are able to respond during the golden hour and achieve results in locating vulnerable persons.

Education services are asking all elements of the service to search their databases for information about children who are missing from education. Part of the work is to educate administration staff within schools via seminars to get better details of children who are being withdrawn from education.

The constabulary has introduced restorative justice to the management of missing persons. A pilot scheme is applying the process to schools for truanting and to missing from care home situations. This application of restorative justice is live in two divisions and is being rolled out to the remainder of Lancashire. The multi-agency missing persons forum is used to raise awareness among partner agencies that available sanctions should be applied by them before they involve the police.

The strong focus on missing persons is evidenced by the approach taken in the Pennine division, which is categorised as local authority, family home and private care providers.

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Initiatives in place include Young Runaways Project (charity status), a joint protocol in place in respect of looked-after children and the creation of a problem profile in respect of sexual exploitation.

Self-reporting by care homes has recently come online and a protocol is in place for members of staff from care homes to conduct return interviews. Compliance is being monitored. Care homes now take the parental responsibility to make the initial enquiries and the protocol savings are about £1,000 per case for the police. The focus is now shifting towards relationships to improve the management of missing persons from hospitals.

Lancashire-wide quarterly missing person champions meetings are chaired by the constabulary strategic lead (chief superintendent). Partners (Lancashire County Council, nationwide care homes, private sector homes, borough/unitary councils) are represented. The meeting is also replicated at divisional level to examine what is working and not working.

The Sleuth computerised intelligence system has been developed to incorporate the operational requirements to support the risk assessment, investigation, reviews and case management of missing persons based on the NCPE codes of practice.

### **Work in progress**

The constabulary is working to integrate missing persons as a policy issue into the PPU banner, which will make it more mainstream.

The case management system is used to manage missing person investigations and is being developed further to incorporate domestic abuse and child abuse cases.

Policy in respect of private care providers remains work in progress, with a draft policy in place.

### **Areas for improvement**

The role of the missing persons co-ordinator varies across the constabulary. Evidence was found in one division of a number of areas for development in respect of the management and development of the post holder, including line management responsibility, lack of analytical support and no defined job description (developed while in post).

The Sleuth system is limited by the search parameters where address searches have to be spelt correctly or they are not found. It is also not possible to search aliases on the missing persons system (the same applies to names on the domestic abuse database).

## Developing Practice

**TITLE: Professionalising the investigation of sudden infant death with a multi-agency perspective.**

**PROBLEM:**

- A lack of consistency across the county and the region with regard to working practices
- No accurate data set for sudden infant death across the region
- Limited and disparate partnership working particularly with paediatricians
- Limited prevention work being undertaken by all agencies.

**SOLUTION:**

- The development of a multi-agency protocol that complied with the Kennedy report 2004 and involved joint paediatricians/police investigations and home visits. It is owned and updated by the local safeguarding children board and the coroners.
- All SUDI deaths are led by the major investigation team who nominates a multi-agency investigation team.
- A multi-agency seminar hosted by Lancashire Constabulary was attended by 150 persons from different agencies. Key speakers included Dr. Peter Sidebotham (SUDI specialist).
- Development of the SUDI prevention project was successfully piloted by Lancashire and the FSID. This project analysed the socio-geographic impact of SUDI deaths and then targeted those families most at risk. It involved the distribution of promotional material to the family and extended families of babies at risk. It included police/FSID visits to pubs and nightclubs advising parents before they go back to their babies having consumed alcohol. Tea towels containing guidance were given to grandparents to advise on good practice when caring for babies and fathers were targeted in supermarkets when they were shopping with their children.

**OUTCOME(S):**

- The preventative project in Burnley saw a fall in infant death of approximately 60%.
- The prevention project is to be rolled out across Lancashire and was heralded at the seminar as best practice. Funding is likely to be secured through the hospital primary care trusts.
- A Lancashire protocol, a police investigators guide and written guidelines for all agencies were developed.
- Work is progressing towards a regional protocol and a robust audit process.

**FORCE CONTACT:** Detective Inspector Justin Srivastava, Force Major Investigation Team – 07852 310756

## Developing Practice

### **TITLE: The Awaken Project**

#### **PROBLEM:**

In November 2004, a major missing persons enquiry (Charlene DOWNES) at Blackpool highlighted the existence of a problem regarding children at risk of sexual exploitation. Investigations made in the course of this enquiry revealed a high number of young girls in Blackpool associating with certain individuals, groups of individuals and in locations whereby they were engaging in unlawful sexual activity. The missing child is known to have engaged in such activity prior to going missing.

#### **SOLUTION:**

Information was shared at a senior management strategic level between police, social services and health services, at which point it was agreed to jointly finance and resource a specialist team to tackle the issues both from a reactive and investigative perspective and also a safeguarding of children perspective. This resulted in the formation of a multi-agency team co-located at Western divisional police headquarters. The project was to be governed at senior management level from all agencies and linked to the work of the local child protection committee (prior to safeguarding board). The project is jointly managed by a police detective inspector and social services manager jointly responsible for managing a team of police investigators, social workers, an education worker and a health authority worker. The project set about to deal with this problem by tackling all key components, including victims, offenders and locations. This was achieved through NIM compliance and using an intelligence-led approach across the agencies involved.

#### **OUTCOME(S):**

There have been approximately 365 joint visits conducted with children considered as being at risk of sexual exploitation leading to more than 120 achieving best evidence interviews and consequently more than 50 arrests of offenders. This has resulted in 121 criminal charges. Proceedings at court have seen a 96.6% conviction rate. There are also currently 30 offenders still pending proceedings.

Another successful tactic was the use of notices under Section 2 Child Abduction Act 1984. There have been 75 such notices served on adults of concern to children.

Overarching the enforcement approach has been a safeguarding and educative role of the project within school and other social settings as an effective intervention.

**FORCE CONTACT:** Detective Inspector 2322 Conboye – 07903 653867

## Developing Practice

**TITLE: Creating an IT solution for the completion of risk assessments**

**PROBLEM:**

Poor compliance by front-line officers in terms of gathering information from victims of domestic abuse about established risk factors.

**SOLUTION:**

1. Create a template of all risk assessment questions within the Winscribe system at the crime input bureau.
2. Create a page within the domestic abuse database containing the risk assessment questions. The level of risk is determined by a calculation based on the number of 'yes' answers to certain questions. The domestic abuse database automatically calculates the level of risk but domestic abuse officers have a manual override facility to allow them to use professional judgement on a case-by-case basis.

Officers can telephone the information to the bureau at the earliest opportunity. The bureau then opens the domestic abuse database and types in the appropriate answers to the risk assessment questions.

The domestic abuse database administrator then has the information regarding risk at the earliest opportunity, thus ensuring that risk assessments are accurate and timely.

**OUTCOME(S):**

The aim is to improve the compliance rate in terms of risk assessment compliance and ensure that the information is up-to-date and relevant, thereby offering the best possible protection to victims.

**FORCE CONTACT:** Detective Inspector Tony Baxter, Force Major Investigation Team – 01772 416185 / tony.baxter@lancashire.pnn.police.uk

## Appendix: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities

### B

BCU	basic command unit
BVR	best value review

### C

CAVA	children and vulnerable adult
CBM	community beat manager
CDRP	crime and disorder reduction partnership
CEOP	child exploitation and online protection
CID	criminal investigation department
CPS	Crown Prosecution Service

### D

DCC	deputy chief constable
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### F

FMIT	force major investigation team
FSID	Foundation for the Study of Infant Death

### H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary

**I**

ICIDP	initial crime investigators development programme
ICT	information and communications technology
INI	IMPACT nominal index

**L**

LAA	local area agreement
LCJB	local criminal justice board
LDAT	Lancashire drug action team
LGBT	lesbian, gay, bisexual and transgender
LSOA	lower level super output area

**M**

MADE	multi-agency data exchange
MAPPA	multi-agency public protection arrangements
MAPS	multi-agency problem solving
MARAC	multi-agency risk assessment conference
MFH	missing from home
MoPI	management of police information

**N**

NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	national intelligence model
NRF	neighbourhood renewal funding

**P**

PACT	police and communities together
PASS	Public Assistance and Service Standards
PCSO	police community support officer

PNC	Police National Computer
POP	problem-oriented partnership
PPU	public protection unit
PSA	public service agreement
PVP	protecting vulnerable people

**S**

SARA	scanning, analysis, response, assessment
SB	Special Branch
SGC	specific grading criteria
SMB	strategic management board
SOPO	sex offender prevention order
SPI	statutory performance indicator
SRS	stratified random sampling
STORM	system for task and operational resource management

**T**

TORA	team output results analysis
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**V**

ViSOR	Violent and Sex Offenders Register
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