



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Lancashire Constabulary



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

Force in numbers



Calls for assistance

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

Lancashire Constabulary

371

England and Wales

240



Crime (excluding fraud)

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

Lancashire Constabulary

67

England and Wales

68

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

Lancashire Constabulary

+8.2%

England and Wales

+7.8%

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

Lancashire Constabulary

-0.7%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Lancashire Constabulary

11.9%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Lancashire Constabulary

8.9%

England and Wales

10.6%

Investigation completed but no suspect identified

Lancashire Constabulary

52.5%

England and Wales

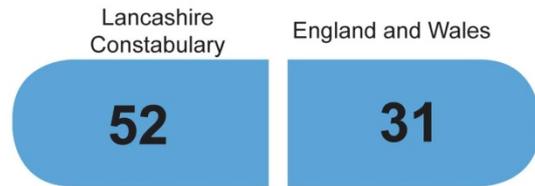
47.4%

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

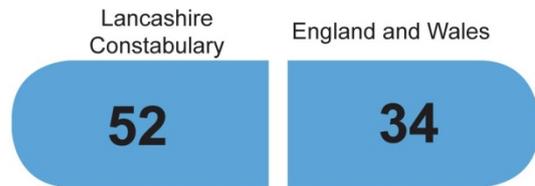


Anti-social behaviour

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

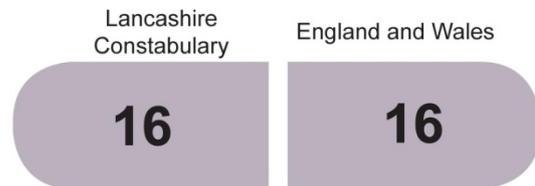


Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015



Domestic abuse

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



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

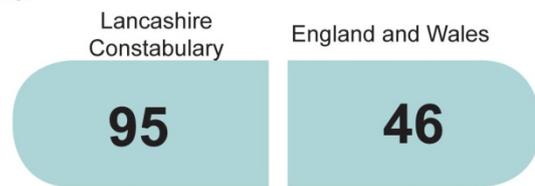


Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015



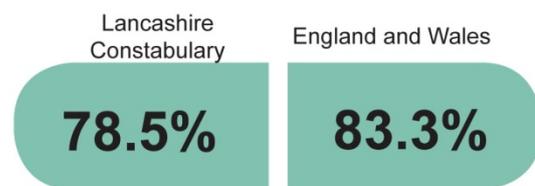
Organised crime groups

Organised crime groups per million population as at 1 July 2016



Victim satisfaction rate

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



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

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

Overall judgment²



Lancashire Constabulary is good at keeping people safe and reducing crime. It has an effective approach to crime prevention, investigation standards are high and vulnerable victims are supported well. The constabulary tackles serious and organised crime effectively, and has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. Our overall judgment this year is the same as last year, when we judged the constabulary to be good in respect of effectiveness.

Overall summary

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



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



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



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



How effective are the force's specialist capabilities? **Ungraded**

Lancashire Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the threat or risk of harm within the communities it serves. Plans are in place to realign how policing is provided through a 'place-based policing model' which is built on a preventative early action approach with other public service and community partner organisations. However, the constabulary would benefit from a more structured problem-solving approach and a process to identify what has been successful.

² HMIC judgments are outstanding, good, requires improvement and inadequate.

Lancashire Constabulary's approach to investigating crime and reducing re-offending is good. The control room assesses incidents based on vulnerability, proportionality and solvability. Investigation is good and specialist staff are trained appropriately, although supervision of case files is not always consistent. Lancashire Constabulary is good at protecting the public from the most prolific, serious and dangerous offenders.

Lancashire Constabulary is effective at protecting those who are vulnerable from harm and supporting victims. The constabulary generally identifies vulnerable victims well, but there is scope to improve the consistency with which wider aspects of vulnerability are identified and responded to at initial contact. Partnership working with other organisations is effective. The capacity for the multi-agency safeguarding hubs to cope with additional referrals from non-police partner organisations is to be reviewed and improved.

Lancashire Constabulary is effective at tackling serious and organised crime. The constabulary has a good understanding of organised crime groups (OCGs) at a local level, and good information-sharing arrangements with a broad range of partner agencies. All officers and staff are routinely given the task of gathering intelligence and targeting OCGs.

Lancashire Constabulary's specialist capabilities are effective. It has all the necessary arrangements in place to fulfil its national policing responsibilities. The constabulary has the capability to respond positively to civil emergencies, terrorism, serious and organised crime, public order, child sexual exploitation and cyber-crime.

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

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

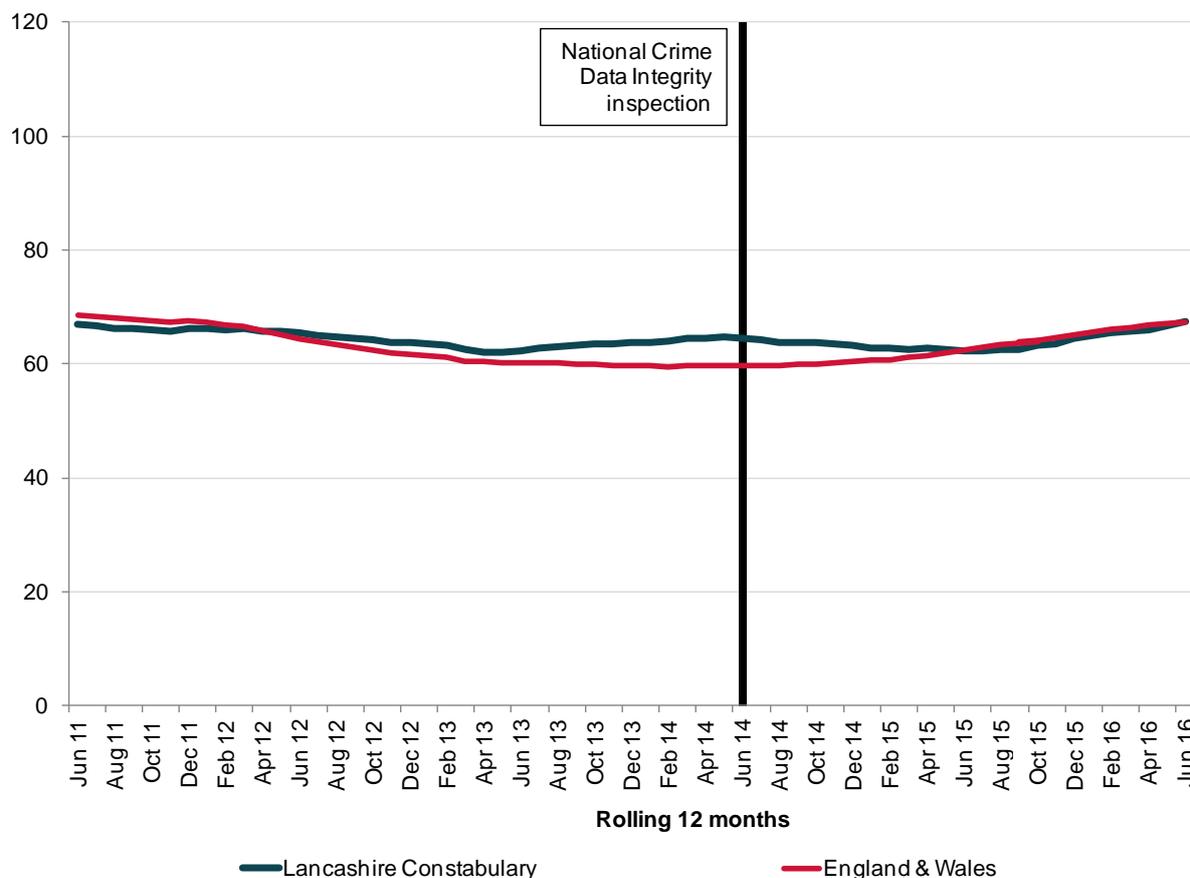
How much crime and anti-social behaviour is there in Lancashire?

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

In 2010, the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 0.7 percent in Lancashire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 4.1 percent in Lancashire, compared with a decrease of 0.5 percent for England and Wales as a whole.

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



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12-month period, police-recorded crime (excluding fraud) in Lancashire increased by 8.2 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

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

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

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

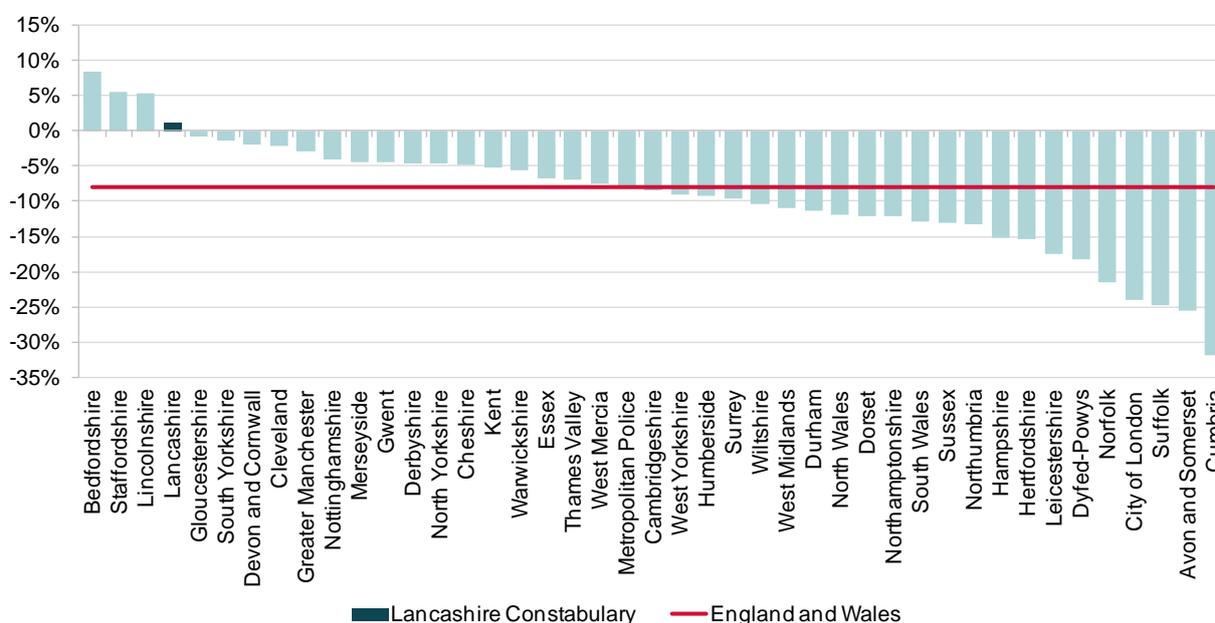
Rates per 1,000 population	Lancashire Constabulary	England and Wales
Recorded crime (excluding fraud)	67.5	68.2
Victim-based crime	62.9	60.4
Sexual offences	1.9	1.9
Assault with injury	8.6	7.0
Burglary in a dwelling*	8.1	8.1

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

Source: Home Office data

For further information about these data, please see annex A

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



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Lancashire Constabulary recorded 52 incidents of anti-social behaviour per 1,000 population. This is 1 percent more incidents per 1,000 population than the force recorded during the previous 12 months. In England

and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

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

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

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

Does Lancashire Constabulary understand the risk posed to its communities?

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

Lancashire Constabulary works hard to understand risks in local communities. To help it do this, the constabulary has made changes to where officers are deployed. This means it is able to retain, with its reduced resources, a strong policing presence in the community, and still have the capacity to respond to calls for service. It has smaller neighbourhood policing teams now, made up of community beat managers (CBMs), supported by police community support officers (PCSOs). The CBMs' primary role is in understanding their local community and they will be more typically deployed to those areas across the constabulary where demand for police services is highest. These are usually the more busy urban environments, where there are greater areas of deprivation. In those areas where there is less demand on the constabulary, there will be fewer foot patrols by police officers, and responsibility for a local neighbourhood will be allocated to a PCSO.

We found that PCSOs are being used in accordance with the College of Policing guidance and remain on visible patrol in neighbourhoods. A recent review of PCSO powers resulted in their being given increased responsibilities and ownership of local issues. The constabulary expects that in future, as more police officers are deployed increasingly in the areas where demand is highest, PCSOs will take on a greater role in neighbourhoods. This will mean PCSOs providing the visible policing presence in most communities and in taking the lead to address local crime and anti-social behaviour issues.

To allow it to deal effectively with emergencies and to protect vulnerable people, the constabulary also has the capability for an immediate response to calls for service. Dedicated, immediate response patrol officers are able to respond promptly to emergency calls from the public. Officers in these roles told us that they were seldom taken away (abstracted) from their frontline duties to support other roles and were able to manage their workload. However, the constabulary recognises that officers engaged on immediate response duties still need more support to manage calls for a police service effectively. In some, less busy areas, the constabulary revised how calls from the public are responded to by introducing a 'hybrid' policing model. The 'hybrid' officers perform both response and neighbourhood duties during those peak demand times when calls to the constabulary are at their highest. This means that a greater onus is placed on PCSOs to carry out the regular engagement and community contact work in neighbourhoods during these times of increased demand. Through this arrangement, the constabulary is able to retain a visible local community presence to ensure it remains in touch and identifies any emerging risks in communities.

To help it to make a decision to change how frontline services are provided and where officers should be deployed, the constabulary conducted extensive research. This research aimed to build an understanding of how officers spend their time. As a result, in busier locations, the constabulary now has increased capacity, with both response and neighbourhood staff fully dedicated and not taken away from their core roles to other duties. This ensures that the constabulary has resources in the right place to respond to and to manage emerging threats.

The constabulary's new operating model will be a 'place-based policing model' which is built on a preventative early action approach with other public service and community partners. Ultimately this will see combined public agencies providing services in those areas of highest demand to reduce demand on all public service providers. Currently, the constabulary has committed an investment of 321 PCSOs, 75 CBMs and 100 other staff and volunteers to support the transition to this early action approach and place-based policing. In other areas, in order to build capacity to support the early action work to prevent crime and anti-social behaviour, the constabulary has a well-developed 'citizens in policing' programme. This is made up of 850 special constables, nearly 1,000 volunteer cadets, 350 community volunteers and approximately 26,000 contacts from its 'In the know' community messaging

scheme, which can provide tailored email or text message communications from the constabulary to subscribers. A county-wide project board is in place to compile a skills profile of volunteers and this will inform the overall compilation of community assets identified in the new Lancashire volunteer hub from April 2017.

Current recruiting arrangements for the constabulary focus on selecting new officers who have the background and skills to support an early action approach. This is because chief officers believe that the service that the constabulary will be required to provide in future is changing. It is to become more inter-connected with other community and public services that are available and the workforce will need to adapt to respond to more complex crime issues and support vulnerable people more effectively than previously.

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample, so results were explored further during fieldwork rather than being used to singularly assess force performance. In Lancashire Constabulary, 149 officers and staff responded to our survey. We also visited neighbourhood teams and talked to and observed officers. We established that they are still able to fulfil their principal function of responding to emergency calls and undertaking community patrolling.

The constabulary aligns its resources to the most significant threats to communities each day. Intelligence on current and emerging threats and priorities is effectively communicated to officers. This is done through a daily risk and threat meeting or through briefings given to officers on the constabulary's intelligence system, 'Sleuth'. A car from each response section will monitor and respond to those concerns perceived to be presenting the greatest threat; this could be, for example, a series of local burglaries or spree offenders at large in the community. Up-to-date information is shared with the officers deployed on these duties to inform their patrol activity. All intelligence gathered is collated and shared across the division to inform further subsequent deployments and further courses of action.

The constabulary works effectively with partner organisations and knows what matters most to local people. Neighbourhood teams have an ongoing responsibility to stay in touch with local communities, to understand emerging issues and take responsibility for addressing them. Within this, there is an expectation that the neighbourhood teams will work closely with local public service partners. This partnership working can be through identifying the most appropriate agency to deal with an identified local issue or by more complex and involved collaboration through the 'early action' agenda. Early action is the constabulary's approach to supporting people in the community with complex needs at an early stage. This will often be in conjunction with other public service partners.

The constabulary collaborates effectively with other partner organisations to understand new and emerging threats. The constabulary's Serious Harm Reduction Strategy is part of a multi-agency approach to reduce substantially the threat and harm caused by organised crime and individuals in Lancashire. Based on 'Operation Genga', the multi-agency partnership approach to understand and tackle serious and organised crime, the strategy is underpinned by consistent and ongoing arrangements to share and gather information from all partners. This will inform a range of different, but inter-connected, local problem profiles and plans to manage new crime threats, such as child sexual exploitation or human trafficking. Partner organisations working within Operation Genga are numerous³ and include councils, housing providers, the health service, rehabilitation services and government departments. The agreement between participants allows for mutual information sharing. This ensures that each partner is able to understand those issues presenting the greatest risk to local communities and inform their decision on how their service should manage them.

How does Lancashire Constabulary engage with the public?

Lancashire Constabulary engages well with local communities to understand their policing priorities. A monthly constabulary engagement board meeting is chaired by an assistant chief constable. This meeting retains strategic oversight of the constabulary's approach to public engagement and also provides direction on co-ordinated constabulary community messages and publicity campaigns. In this way, the constabulary can be sure that any communication provided to the public reflects the wider activities taking place across the constabulary and messages are properly directed to specific communities to increase public confidence.

The constabulary effectively identifies local priorities. It does this by using social media, by CBMs and PCSOs talking to the community during regular patrols, and by local individuals contacting the constabulary either directly or through other agencies to raise issues. The constabulary still holds police and community together (PACT) meetings and these are often held in company with other public service partners to discuss problems and understand concerns, which may require a multi-agency response. However, the PACT meetings are reducing as the constabulary shifts more of its community engagement arrangements on to social media platforms. The constabulary considers that social media engages more of the community and allows the constabulary to receive more regular feedback on issues of greatest public concern. Examples of this include online PACT (Epact) meetings where, on occasions, up to 4,000 participants have been able to contribute to different topics, and a community messaging scheme called 'In the know'. The constabulary has an ambition to reach up to 10 percent of Lancashire's communities in this way in future. This has allowed the constabulary to communicate messages with specific

³ At the time of writing, the constabulary indicates there are 38 different agencies involved in Operation Genga.

communities about different subjects to raise awareness of crime trends, launch appeals for information or provide feedback on matters of local concern.

The constabulary is innovative in identifying ways to communicate with and understand the concerns of those communities which may – for a variety of reasons – need the police to work differently to understand their requirements. An example of this is in relation to the Chinese communities in Blackpool and Preston. The constabulary recognised that significant numbers of Chinese people in these communities did not speak English and may be excluded from the wider community as a result. The constabulary introduced and publicised a telephone helpline service to benefit these community members. The helpline is wholly managed by dedicated volunteers who speak fluent Chinese languages such as Mandarin and Cantonese. The introduction of the helpline has meant that non-English speaking Chinese people in Blackpool and Preston can access the constabulary to report crimes and access other public services. Based on Chinese cultural preconceptions as to how state authorities (such as the police) are likely to respond to them, members of the Chinese community are less likely to come to police directly for help. By using volunteers who speak their language to respond to people initially, the constabulary is able to provide reassurance at the first point of contact and more fully understand the issues and concerns affecting these communities.

In another example, PCSOs in Chorley have broken down barriers with vulnerable people who are alcohol and substance abusers, who do not normally engage with the police. Each shift, PCSOs will visit the public spaces where these people may be found to talk to them and understand their problems and needs. PCSOs will take time to talk to them to provide advice and information such as, if they are hungry and need food, where they can go to get a hot meal, where the food banks are and which local churches provide meals on different nights. This breaks down barriers with individuals who usually have adverse experiences with the police. It is also the case that if police officers wish to communicate with someone in this group in connection with an offence, either as a suspect or a victim, then they will be more amenable and likely to come forward.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a slight decrease in public satisfaction with Lancashire Constabulary. Some 403 people were interviewed and 53 percent were very or fairly satisfied with local policing in their area. This is a one percent decrease on 2015.⁴

In HMIC's 2015 effectiveness report, we found that the constabulary was good in the way it engaged with local communities to understand their policing priorities. We are pleased to see the constabulary has maintained its strong performance in this area.

⁴ For further details, see annex A.

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

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

Does the force have a problem-solving approach?

The constabulary has a comprehensive approach to problem-solving and crime prevention with partner organisations, both at a local community policing level and through its early action approach. A strong agenda is in place with a range of public service partner agencies able to provide resources at the earliest opportunity to support vulnerable people and, as a result, reduce future demand on public services. To support early action, there are a number of formal meetings between police and partner agencies. These can include monthly 'task assignment and coordination meetings' and other, less frequent, specific thematic meetings around important areas of mutual concern such as human trafficking, child sexual exploitation, counter terrorism and serious and organised crime. Partners also involve the police in accommodation panel meetings for housing re-offenders, reducing re-offending boards and domestic abuse reduction boards. The different partner organisations are able to share confidential information securely through a cloud-based information-sharing platform that allows each partner to understand fully emerging threats around serious and organised crime.

The constabulary does not currently use structured problem-solving methods, as tackling difficult community issues with partner organisations is seen as ordinary daily business. Information is available through a 'what works' problem-solving page on the neighbourhood policing team intranet web pages to inform interventions and share best practice. Traditionally, the constabulary has not provided officers with training in problem-solving approaches. Increased collaborative working with partners through early action is, however, allowing officers to understand and develop collaborative problem-solving approaches from a context which is much wider than just a policing perspective.

The constabulary does not hold a database of structured problem-solving plans and there are no set formats which staff are expected to use to set out their problem-solving strategy. An IT system (called HARman) is used to track activity on those longer-term cases involving repeat victims or vulnerable people. Typically, this monitors progress on matters such as children's homes, problem properties and also families requiring frequent police involvement. The constabulary needs to ensure

that there is a robust process of identifying what has been successful so that effective activity can be replicated in other areas.

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

The constabulary uses a range of effective approaches and tactics to tackle crime and anti-social behaviour. Neighbourhood policing across the constabulary is seen as 'everybody's job'. The workforce has a good appreciation that providing an effective frontline response to reassure the public and tackle crime and anti-social behaviour is most important.

The constabulary sees early action with partner organisations as being part of the long term strategy to reduce crime and anti-social behaviour. Early action teams in divisions work within neighbourhood policing teams to support this work. Prevention and engagement is integral to the success of this approach. In order to prevent crime, tackle anti-social behaviour and keep people safe more effectively, the constabulary has placed an increased focus on the risk, harm and threat to vulnerable individuals in communities and has made long-term plans to re-organise its resources accordingly, as discussed earlier in the report.

At a more local level, officers working as neighbourhood team problem solvers are effective and collaborate with colleagues from other agencies to solve local issues. One example of this is in Blackpool, where a police team, co-located with the probation service and local social housing providers, work together to explore ways to use ancillary orders to control offenders to reduce crime and anti-social behaviour. This has involved the use of community protection notices.⁵ Constabulary reports show that over 1000 of these have been served following complaints of anti-social behaviour. There is an 80 to 90 percent success rate at preventing further problems. This increases to over 90 percent once a second stage notice is served. The local authority has only had to take proceedings to court on ten occasions. The constabulary reports that this scheme has prevented the need for thousands of hours of policing time to be used combating anti-social behaviour. It is a good example of effective inter-agency working.

On a day-to-day level, there are regular anti-social behaviour risk assessment conferences with partners to discuss and set out plans to support victims of anti-social behaviour, while considering how offenders should be dealt with. Established restorative justice arrangements are in place across the county, with volunteers from the community taking the lead in bringing victims and offenders together to mediate suitable outcomes. Each day patrolling officers and PCSOs are briefed before each

⁵ The community protection notice is intended to deal with particular, ongoing problems or nuisances which negatively affect the community's quality of life by targeting the person responsible. The notice will direct the individual, business or organisation responsible to stop causing the problem and it could also require the person responsible to take reasonable steps to ensure that it does not occur again.

shift and are directed to carry out patrolling in areas where crime and anti-social behaviour is most prevalent. They are also assigned tasks to visit known offenders, gather intelligence and proactively search for offenders known to be wanted for offences under investigation.

Officers spoken to had a good understanding of how to respond to incidents and victims of anti-social behaviour. Community beat managers work closely with local authorities to ensure that the most effective legislation is used to resolve any issue. This has led to them successfully obtaining injunctions and criminal behaviour orders as well as legal CPNs and warnings being issued. Staff were well aware of the powers available and the CBM's made good use of them. However, even though the rate of anti-social behaviour in Lancashire is high when compared with the England and Wales rate, the overall use of anti-social behaviour powers to combat them is slightly below the England and Wales rate. The constabulary may need to reassure itself that every opportunity is being appropriately taken to reduce anti-social behaviour.

The constabulary make good use of the early action programme as a crime prevention resource. Good examples were given of CBMs identifying individuals who were exhibiting signs of becoming a high cause user of policing and other services and directing them to the early action team who worked very closely with that individual to divert them away from criminality. One example was a man with mental health issues who would assault family members when abusing alcohol. The collaborative work undertaken by the early action team reduced the calls regarding this individual from hundreds to none.

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

The constabulary's understanding of what is effective is in development. It conducts regular reviews of its current service delivery across a broad range of governance meetings for different business areas. The early action oversight board has been formed to support the constabulary and partners to understand what practices are effective and inform the evidence based policing approach.

Work to evaluate the effectiveness of the early action approach is still at an early stage and we did find that currently some early action teams on areas were not able to assess and evaluate the success of this initiative. This was due to their current workloads and the large volume of referrals being dealt with by the small teams. These teams were able to determine a quantifiable impact through the reduction in calls to the constabulary by some repeat vulnerable callers. However, we found that even this was not an accurate measure of reduction in demand, as in some cases the vulnerable callers had been given an office number to ring instead. This meant that their call to the constabulary would no longer be logged as an incident in the communications centre but the caller would still be making a demand on the constabulary by using different lines of communication.

In recognising that some people in crisis in the community cannot be adequately helped by a police officer, the constabulary introduced mental health triage arrangements. Third sector services and voluntary agencies are also used to support vulnerable people where the constabulary feels that the support that is required can be better provided by other service providers. This is now an established arrangement and widely regarded as successful across the constabulary as it provides the workforce with a greater level of understanding of mental health issues and what services are best placed to deal with them.

The constabulary puts a strong emphasis on developing an evidence-based policing approach to improve how services are delivered more effectively, in support of early action. The constabulary is working with the University of Central Lancashire to complete a broad range of academic research with a view to increasing the constabulary's understanding of the current and future challenges facing policing and to exploit better options around crime prevention. It is making use of a 'volunteer hub' to involve 38 academic volunteers to take part in this research. These volunteers are currently working towards PhD qualifications and have access to different policing teams to understand fully how services are provided and to develop their research. In this way, researchers are able to analyse closely how officers and systems operate across different areas of work and then come up with solutions to improve and develop a more effective way of working. At the time of our inspection, ten projects were underway looking at domestic abuse, multi-agency partnership work and repeat victimisation. 'Missing from home' research is being conducted with the University of Nottingham. Additionally, to help with dealing with offenders research in relation to the effective use of domestic violence prevention notices (DVPNs) and domestic violence protection orders (DVPOs) is also being carried out. Early work is also in place to develop a mentoring scheme to reduce gun crime among young people. Much of this evidence-based policing research is trying to understand the wider base of organised crime and how it can be tackled effectively.

Summary of findings



Good

Lancashire Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the threat or risk of harm within the communities it serves. Good communication links are in place with the public and other community service providers to understand community concerns and respond to them effectively.

Officers are routinely directed towards the most significant crime and anti-social behaviour threats. Effective action is taken to reduce these threats. However, there is no structured approach to problem solving. A robust process of identifying what

has been successful would be beneficial to ensure good practice can be replicated in other areas.

Plans are in place to realign how policing is provided through a 'place-based policing model' which is built on a preventative early action approach with other public service and community partners. This aims to enable the constabulary to provide more effective services with the resources it has available. The constabulary has embarked on a range of academic research with universities to improve service delivery, particularly around early action, although this is still at a very early stage.

Areas for improvement

- The constabulary needs to ensure that there is a robust and structured process for problem solving and identifying what has been successful so that effective activity can be replicated in other areas.

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

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

How well does the force bring offenders to justice?

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁶ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere. It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation.

⁶ A plant the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

For some crime types such as sexual offences, the delay between a crime being recorded and an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Lancashire Constabulary, in 12 months to 30 June 2016, by outcome type^{7,8}

Outcome number	Outcome type / group	Lancashire Constabulary	England and Wales
1	Charged/Summoned	11.9	12.1
4	Taken into consideration	0.1	0.2
	Out-of-court (formal)	3.5	3.2
2	Cautions - youths	0.3	0.4
3	Cautions - adults	2.5	2.3
6	Penalty Notices for Disorder	0.7	0.6
	Out-of-court (informal)	3.8	3.6
7	Cannabis/Khat warning	0.2	0.9
8	Community Resolution	3.6	2.8
*	Prosecution prevented or not in the public interest	1.3	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	4.9	8.3
	Evidential difficulties (victim does not support police action)	13.1	13.8
16	Suspect identified	8.9	10.6
14	Suspect not identified	4.2	3.2
18	Investigation complete – no suspect identified	52.5	47.4
20	Action undertaken by another body / agency	0.4	0.6
21	Further investigation to support formal action not in the public interest	0.4	0.1
	Total offences assigned an outcome	91.9	91.3
	Not yet assigned an outcome	8.1	8.7
	Total	100.00	100.00

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

Source: Home Office crime outcomes data

For further information about these data, please see annex A

⁷ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

⁸ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Lancashire Constabulary's use of 'evidential difficulties (victim supports police action)' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The proportion of offences in Lancashire assigned a positive outcome⁹ is in line with the proportion for England and Wales. These include offences being assigned a charge or summons outcome which are also broadly in line with the proportion for England and Wales. Lancashire are good at investigating offences; this is evidenced by less offences being assigned an evidential difficulties outcome where the victim supports police action when compared to the proportion for England and Wales. The proportion of offences assigned an outcome where a victim does not support the police action is also slightly lower than the proportion for England and Wales as a whole, even though victim satisfaction is falling.

How effective is the force's initial investigative response?

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

Control room response

Lancashire Constabulary is good at providing an initial investigative response. The constabulary operates a system that grades calls according to urgency in the communications centre. Grade one and two require an officer to attend either as an emergency or priority response. Grade three requires a planned response or appointment and calls graded at level four are suitable for telephone resolution.

⁹ Positive outcomes are the sum of charged/summonsed, taken into consideration and out-of-court (formal and informal) outcomes.

Staff in the control room use the national decision model (NDM)¹⁰ to assist in assessing the risk in each incident. All control room staff have access to constabulary intelligence systems to assist with the initial assessment of risk and vulnerability and to inform deployment considerations. When we reviewed deployment decisions by customer care assistants in the control room, we had some concern that operators are occasionally not making the wider identification of vulnerability apparent in their recording and deployment decisions. This means that some less obvious vulnerability involving people referred to in logs is being occasionally overlooked. The constabulary is considering the introduction of a THRIVE¹¹ decision-making model in the communications centre and this may well assist control room staff to identify more effectively vulnerability factors present at incidents.

In October 2015 the constabulary created an initial investigation unit (IIU) within the communications centre. The function of the unit is to review grade three incidents, which are allegations of crime. The IIU deals with them at first point of contact, without a deployment to the scene, while remaining compliant with the national crime recording standards (NCRS).¹² Any crime type can be investigated within the IIU and each will be assessed on the degree of vulnerability, proportionality and solvability. Currently, all grade three and four calls are transferred to the IIU from the customer care assistants. We found that there is limited information to assist call takers regarding decisions taken on what type of incident should be referred to the IIU. However, we found that once an incident had reached the IIU, good supervisory oversight ensures that the appropriate response is provided so the public can be confident that if an officer needs to attend they will.

We found that this supervision within the IIU does not always measure whether investigative opportunities are being missed. In a review of a sample of crime investigation case files, we scrutinised ten burglary dwellings investigations. Of these, four were found to have deficiencies and three of these cases had been managed entirely within the IIU. In each case, no local enquiries had been carried out at the scene and there was no obvious supervision of the investigation. There is a risk that, given that the IIU record approximately 40 percent of all crimes reported to the constabulary, investigative opportunities are being overlooked by staff managing crimes within that unit. As an illustration of why we are concerned, the

¹⁰ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

¹¹ THRIVE is a decision making model that requires an individual to assess the threat, harm, risk, investigation factors, level of vulnerability and engagement opportunities present in each incident.

¹² The NCRS governs how crimes should be recorded by the police service.

constabulary has seen a reduction in positive outcomes for burglary dwelling cases, from 24 percent in September 2013 to 11 percent in September 2016.

How well do response officers investigate?

Lancashire Constabulary's approach to dealing with the initial investigation of crime at incidents is good. Attending officers are provided with intelligence relating to the caller or the location while on their way to each incident. Officers are provided with, and make significant use of, handheld smart devices. Investigators dealing with incidents can build a full understanding of what is happening through accessing constabulary intelligence systems while at the scene. The devices also allow for the remote submission of data and intelligence, while officers are on patrol away from the police station. Staff are given appropriate time to carry out necessary enquiries when dealing with allegations of crimes and they can draw on the support of supervisors and other specialists such as crime scene investigators or specially trained detectives to advise them. Further investigative support from dedicated specialists is available through the night detective rota, which includes a member of the public protection team, and the on call senior investigating officer call-out process. This enables the constabulary to be confident that in those cases where a patrol is deployed to the scene, important evidence is secured at the earliest opportunity and within a 'golden hour' timeframe.

Arrangements to transfer ownership of crime investigations for further investigation have recently changed. This is now done electronically on a constabulary IT electronic case file system called 'Connect'. The introduction of this system has allowed for a more standardised approach to case transfer. It allows for a checklist to be generated on handover to verify that all documents and initial actions undertaken are recorded. In this way, new investigators have clear ideas as to the progress on each investigation from the time they assume ownership.

Clear guidelines are in place around the supervision of handovers, although the (electronic) process of transferring new investigations via Connect, has removed some opportunity for supervisors to check the quality of handovers before they are submitted. Most investigators we spoke to believe that the quality of investigations handed over to colleagues is good and those that require improvement would be dealt with at the time by a supervisor. In general, we found an appropriate level of supervision relating to the early phase of the investigation carried out by response officers. However, most of the staff we spoke to had concerns that the Connect system is inefficient, and officers are finding it difficult to record all aspects of the initial investigation effectively on the system.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results

from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. HMIC found that the majority of crime is assigned to appropriately trained and skilled investigators based on the threat risk and harm of the crime. However, we found isolated examples of some more serious and complex crimes being inappropriately allocated to CBMs for further investigation. These staff did not feel that they had the capacity or capability to deal with these more protracted investigations. The constabulary should ensure that crime is consistently allocated to appropriately skilled investigators to ensure that victims always receive an effective service from the constabulary.

How effective is the force's subsequent investigation?

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

Quality of the investigation

The standard of investigation in Lancashire is good. During fieldwork crime investigations were again subject to review and supported the findings of the case review. The majority had all reasonable lines of enquiry identified and pursued; nearly two thirds had obvious signs of being well supervised. We did find a variance in the timeliness and quality of supervision relating to ongoing investigations. Some supervisors regularly review and assist in the investigations undertaken by their team and provide advice and guidance. However, others are less consistent, placing an emphasis only on those members of staff they felt warrant closer support and supervision. As a result, there is a lack of understanding in relation to the constabulary's expectations regarding the supervision of crimes. However, this should not detract from our findings that cases we reviewed had mostly been investigated effectively.

The majority of staff working within the CID or specialist public protection teams has sufficient training to investigate the crimes allocated to them. There are a number of specialist teams within the public protection unit (PPU), investigating offences relating to child sexual exploitation, domestic abuse, honour based violence, and human trafficking. We found the workload of officers to be manageable. However, there is a feeling amongst some response and neighbourhood staff that they need additional investigative training. This is because most have received little or no training on investigative standards since their initial training on joining the

constabulary. However, these staff does have access to regular (but infrequent) training days and could request training through their own continuous professional development arrangements to access a broad range of constabulary training opportunities. We did find, however, that there is more continuous professional development days available to officers on those teams investigating the more serious crimes against the most vulnerable victims. Nearly all the staff working within the CID and PPU were trained to the appropriate level in investigative skills.

The constabulary manages intelligence well. The intelligence and analytical staff offer a good level of service to investigators. Despite a significant reduction in staff in 2016, the intelligence unit continues to be effective. An example was given of a kidnapping incident, where intelligence staff was able to provide expertise and specialist support to investigators, which assisted in the successful conclusion of the incident. The constabulary has deployed intelligence analysts within the serious and organised crime teams, as well as the divisional teams. These staff assist with the creation of local problem profiles and explore thematic issues such as organised crime groups and drug trafficking.

Support to investigations

Crime scene investigators (CSIs) are based within territorial divisions but are centrally controlled. A service level agreement identifies the support the CSIs will provide to investigators, including time frames for attending scenes and providing evidential statements to support prosecutions. CSIs also provide an out-of-hours on-call service. In order to improve investigations, the constabulary has outsourced the forensic examination of exhibits including evaluation of offenders' marks at scenes and identifications, to a private company. The constabulary considers that this arrangement has saved money and improved the way in which scientifically obtained evidence is managed.

The constabulary is facing significant challenges in its current management arrangements of digital and media exhibits. The constabulary has a digital crime delivery plan which explains the links between the investigation of cyber-based digital crime and how the constabulary will prioritise the examination of digital exhibits to protect vulnerable people. However, the digital media investigation unit (DMIU) is currently under an obligation to work towards and achieve Universities and College Admissions Service (UCAS) accreditation for digital forensic analysis by October 2017. The accreditation is a national requirement to validate the effectiveness and efficacy of forensic analysis undertaken within the constabulary's DMIU and must be achieved. This is necessary to allow the DMIU to continue to analyse digital media exhibits using its own resources. This additional investment means that the constabulary has had to deploy existing staff away from exhibit examinations to complete required administrative functions to achieve the accreditation. The implications of failing to achieve accreditation are stark. This would mean that all digital examinations would have to be outsourced to other

services, with a potential additional cost of £5.7m. The current situation has led to a work backlog of 730 exhibits waiting to be examined in the DMIU. This means that examinations are delayed, which can lead to suspects having to be re-bailed to return at a later time to see if they are to be prosecuted. The constabulary is acutely aware of the situation and has created a governance board to oversee it. It is also trying to recruit specialist staff able to alleviate the situation.

We found a backlog in the DMIU during our 2015 effectiveness inspection. While we fully understand the difficulty facing the constabulary in ensuring that UCAS accreditation for the DMIU is achieved by October 2017, we remain concerned that the backlog in the DMIU is still too high.

The constabulary has the capability to support frontline staff when investigating offences involving digital media. Within the DMIU there are two digital media co-ordinators, who are experienced detective constables able to provide tactical advice and guidance to investigators and senior investigating officers in relation to the investigation of cyber-crime. Additionally there are 30 digital media investigators on divisions across the constabulary. These are officers posted on divisions in a range of different roles, who have had additional digital training. They are available to provide support and guidance to colleagues in relation to managing investigations involving digital media. We found that some frontline staff had received training in relation to seizing exhibits relating to digital crime, but many did not feel confident and would contact a readily available digital media investigator. This arrangement works well and officers are positive about the support they receive in relation to these types of investigation.

The constabulary has an online child abuse investigation team (OCAIT) to support investigations against offenders who commit offences involving children on the internet. The OCAIT is made up of highly experienced officers in this field, able to exploit fully all sources of digital intelligence including information available on the internet, to track and identify online offenders. Good links are in place to ensure that divisional CID and PPU investigators can become involved in online investigations in support of the OCAIT. In this way, investigators on divisions can develop their skills in investigating these new and emerging types of crime. This arrangement has supported resilience within the OCAIT and broadened investigative experience across the constabulary.

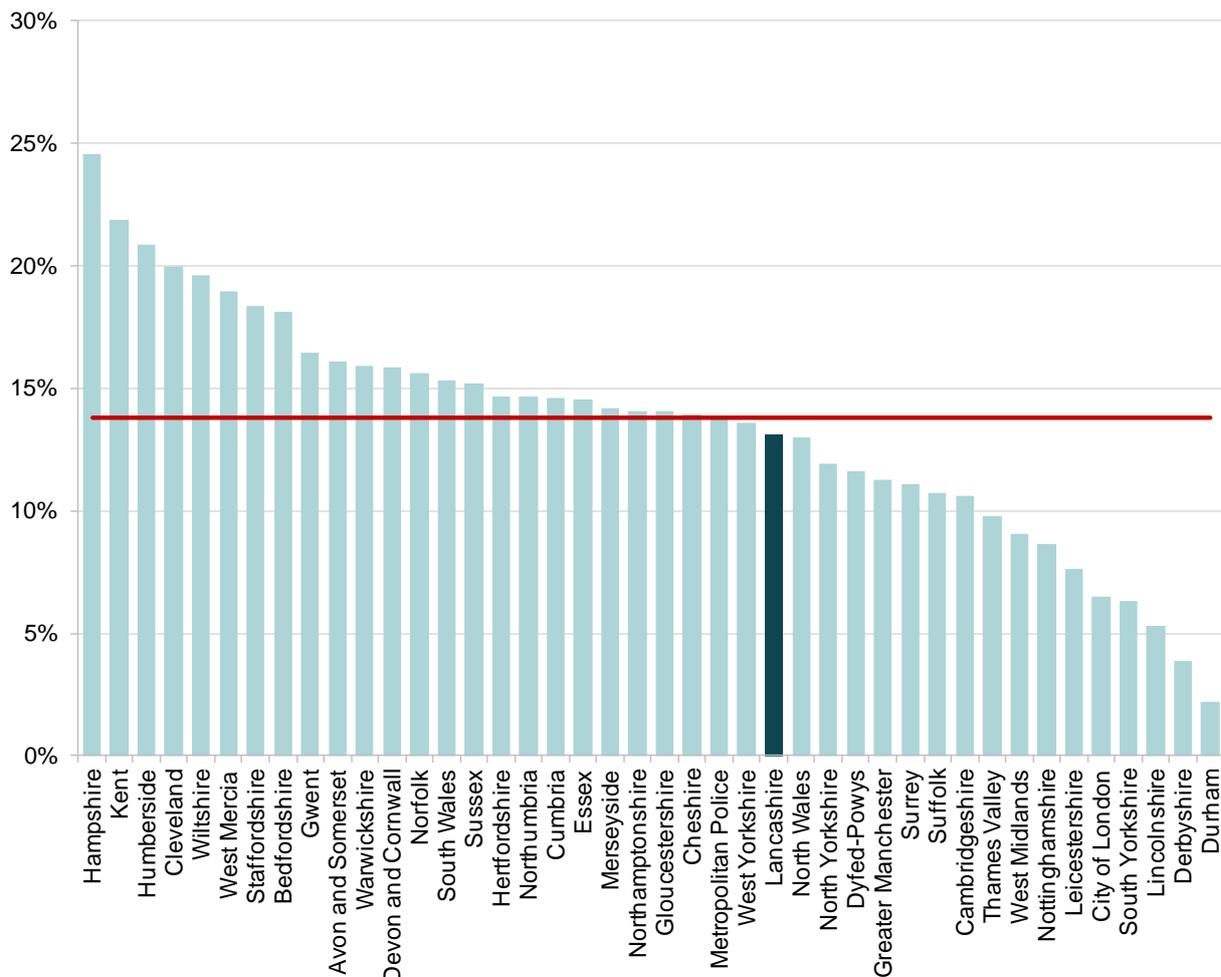
Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹³ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further

¹³ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

Figure 5: Percentage of ‘Evidential difficulties; victim does not support action’ outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{14, 15}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Lancashire Constabulary recorded 13.1 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in

¹⁴ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹⁵ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

Investigators understand the entitlements for victims outlined within the *Code of Practice for Victims of Crime*¹⁶ and in the majority of cases reviewed offered a good service with regular updates on progress. The constabulary has provided

online training relating to the code and it is reinforced during professional development days. Compliance with the code is recorded on a computer-based system called 'Vicman'. This allows all contact with victims to be recorded and monitored. It provides reminders to the investigators and their supervisors to update victims every 28 days as a minimum. We found that teams such as the PPU which are dealing with those more vulnerable victims updated far more frequently. Vicman is reviewed daily in some areas of the constabulary to ensure compliance, however it was felt that compliance had dropped in recent years and that the monitoring and drive by the constabulary was not as strong as it was.

All the staff we spoke to were aware of their responsibilities under the code to keep victims apprised of progress in investigations. Of those who have been the victim of a crime in Lancashire in the 12 months to 30 June 2016, 78.5 percent were satisfied with their whole experience with the police. This is broadly similar to the average victim satisfaction rate in England and Wales of 83.6 percent for other police forces in England and Wales over the same period. To support victims, the constabulary has witness care units, to advise and assist victims and witnesses through the criminal justice process. A slightly lower proportion of offences recorded in the 12 months to 30 June 2016 have been assigned an outcome which indicates that the victim did not support police action; this is positive.

How effectively does the force reduce re-offending?

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

How well does the force pursue suspects and offenders?

The public can have confidence that Lancashire Constabulary pursues known suspects and identifies most foreign national offenders to protect the public. The constabulary completes a police national computer (PNC) check on all arrested suspects. We found that frontline officers see the arresting of suspects known to be

¹⁶ The code governs the stages at which investigators should contact victims to update them on progress in an investigation. *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf.

wanted for crimes as a priority. All necessary enquiries are routinely completed in an attempt to make an early arrest. Each suspect is identified at every briefing by way of a wanted board in the parade room and the arrest of newly identified suspects forms part of the daily process for assigning tasks. Once all local enquiries are exhausted, a suspect will be placed on the PNC unless the risk they pose had warranted their details being placed on the PNC immediately. There are currently 780 offenders identified as wanted on PNC in Lancashire. Continuous monitoring of these investigations is conducted at a local divisional level, with a strong focus on apprehending the most prolific or dangerous offenders as a priority.

The constabulary's process of carrying out checks on foreign national offenders (FNOs) once they are brought into custody is partly effective. An ACRO¹⁷ form is completed and submitted to the force intelligence bureau (FIB) for quality assuring. The constabulary has established practices for the identification of FNOs from within the EU and has a 73 percent compliance rate. However, there are difficulties in completing ACRO forms for non-EU nationals due to the amount of information required. The constabulary has recognised that its current compliance rate with completion of ACRO checks for non-EU foreign national offenders in custody is 31 percent. This potentially leads to a lack of understanding of the foreign nationals committing offences and the risk that serious and dangerous criminals from overseas are not being identified when brought into custody.

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

The approach to integrated offender management (IOM)¹⁸ is disparate at divisional level, with each division working in its own way to manage offenders. The pace around early action is different in each geographical area, which means some partnership arrangements are better developed on some divisions than in others. While we recognise that IOM arrangements are working on divisions, we were surprised to see that there is no co-location or sharing of systems with partners.

Performance measuring arrangements across the IOM partnership are disjointed. Some partners (drugs/alcohol service providers) are measured in ways that means the most problematical offenders with addictions are not seen at an early stage to prevent their further offending. Generally, we found IOM arrangements across the constabulary to be disparate and immature. It is clear that at a tactical local level, the system is working but more can be done to enhance the profile and integration of IOM. There is still no clear sense as to how IOM will be included in the early action

¹⁷ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

¹⁸ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

approach, although some work is ongoing through an internal review to understand how this can be achieved in future months.

The College of Policing undertook a peer review of IOM in Lancashire in April 2016 and identified that partners within IOM were not contributing enough to IOM arrangements. The conclusion was that the constabulary was doing more than it should within the IOM agenda and other agencies needed to contribute more. The report suggested that governance meetings need refreshing to drive activity across the agencies, with greater accountability. The report observed that the constabulary was finding it difficult to generate momentum to support IOM from some partners, the prison service in particular.

HMIC shares some concerns that there is not a truly integrated approach, with partners in the prison service not participating in current arrangements. While we understand the limitations on the constabulary in terms of being able to bring partners to the table, this is a real problem for continued IOM development in Lancashire. An example of this is that 70 out of 107 offenders within the IOM cohort in Preston are currently in custody and there is virtually no ongoing partnership working with the IOM cohort while they are in prison. This has the potential of making these offenders more difficult to manage on their subsequent release. It is also the case that the constabulary's ability to proactively target key offenders within IOM has been reduced with the disbanding of each division's proactive targeting teams. The constabulary has included other categories of criminality within the IOM cohort other than acquisitive crime offenders, such as domestic abuse and violent offenders.

Although the sex offenders to manager ratios are high in the sex offender management units, we found that officers working in these areas were experienced and highly motivated. The systems and processes gave good consideration of protecting both the public and keeping registered sex offenders 'on the back foot'. The fact that all visits to sex offenders are unannounced, after initial registration, is particularly encouraging.

MAPPA¹⁹ has evolved with a recent arrangement that has seen neighbourhood inspectors introduced as MAPPA chairs to manage cases at MAPPA level two and three. While we have no concerns about the administration of MAPPA processes around the constabulary, there is an opportunity for the constabulary to be more prescriptive in how activity on the day-to-day tracking of these offenders is recorded by offender managers on divisions to inform the effectiveness of each approach taken.

¹⁹ Multi-agency public protection arrangements (MAPPAS) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

We found that neighbourhood staff are confident they know the dangerous and serious sex offenders in their area and are kept informed by daily briefing or the neighbourhood team information boards.

Summary of findings



Good

Lancashire Constabulary's approach to investigating crime and reducing re-offending is good.

The constabulary is good at providing an initial investigative response. The control room assesses incidents based on vulnerability, proportionality and solvability. However, although the decision making model is used to assess incidents, vulnerability is not consistently identified at initial point of contact.

Response officers provide an appropriate level of investigation and are supported by specialist functions. However, more could be done to improve the investigative skills of response officers.

Investigation is generally good and specialist staff are trained appropriately. Supervision of case files is not consistent and not all supervisors know what is expected in terms of file supervision. While there is good investigative support for officers, backlogs in the digital media investigation unit remain unacceptably high. This adversely affects the timeliness and quality of some investigations.

Victim care is good, and staff are aware of their statutory responsibilities in relation to victims. However, levels in victim satisfaction are falling and the constabulary needs to understand the cause.

Lancashire Constabulary is good at protecting the public from the most prolific, serious and dangerous offenders. While integrated offender management is working at a local level, more needs to be done to engage all partner organisations towards a more cohesive response.

Areas for improvement

- The constabulary should ensure that crime is consistently allocated to appropriately skilled investigators to ensure that victims always receive an effective service from the constabulary.
- The constabulary should ensure that all crimes reported to the constabulary are effectively managed and supervised, with all reasonable lines of enquiry fully exploited at the earliest opportunity.
- The constabulary should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.
- The constabulary should ensure that checks are routinely conducted to verify the identity, nationality and overseas convictions of arrested foreign nationals.

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

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

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

In HMIC's 2015 effectiveness (vulnerability) report Lancashire Constabulary was judged to be good in how it protects vulnerable people and supports victims. The constabulary continues to provide a good service to vulnerable victims.

The assessment of risk in the control room is generally good. There may be some scope to improve how wider aspects of vulnerability are identified more consistently during initial contact.

Frontline staff are still confident that they protect and safeguard vulnerable people while dealing with incidents. The constabulary is planning to provide more training to response officers in relation to protecting vulnerable people to ensure that this confidence is maintained.

Missing person and child sexual exploitation cases continue to be well managed, with more specialists now in place to advise officers on dealing with these cases, as well as identifying emerging crime types such as modern slavery and human trafficking. The constabulary's approach to domestic abuse and the quality and supervision of its risk assessments are thorough, maintaining its improved performance since 2014.

Partnership working to protect vulnerable people has continued to develop and there are now a range of specialist investigation teams able to support victims appropriately, according to their needs.

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

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

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,²⁰ others use the definition referred to in ACPO guidance²¹ and the remainder use their own definition.

Lancashire Constabulary uses its own definition of a vulnerable victim, which is a combination of the ACPO definition:

"A vulnerable adult is defined in No Secrets and In Safe Hands as any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation"; and

This *Code of Practice for Victims of Crime* definition:

"You are eligible for enhanced entitlements under this Code as a vulnerable victim if:

- (a) You are under 18 years of age at the time of the offence, or
- (b) The quality of your evidence is likely to be affected because:

²⁰ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

²¹ The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

- 1) You suffer from mental disorder within the meaning of the Mental Health Act 1983:
- 2) You otherwise have a significant impairment of intelligence and social functioning; or
- 3) You have a physical disability or are suffering from a physical disorder"

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. Lancashire Constabulary was one of five forces that were unable to provide vulnerable victim data.

City of London Police, Devon and Cornwall Police, Essex Police, Gloucestershire Constabulary and Lancashire Constabulary were unable to provide the number of recorded crimes with a vulnerable victim identified.

Lancashire Constabulary has a good understanding of the nature and scale of vulnerability in its local area. To help to extend this understanding, the constabulary is currently developing an overarching vulnerability strategy. This is designed to set out its overall response to supporting vulnerable people; it hopes to complete this by spring 2017. To encompass different aspects of vulnerability, the strategy has 12 action plans. These are to be monitored in one governance arrangement to ensure that the constabulary is able to provide a comprehensive response to protect vulnerable people. In this way, the constabulary anticipates it will have a better understanding of the various inter-dependencies around vulnerability to inform further progress on the early action programme.

To inform its understanding of child sexual exploitation and set out different response options, the constabulary has prepared several scoping documents, intelligence assessments and problem profiles. Many of them, such as *The pan-Lancashire partnerships reducing harm caused by child sexual exploitation standard operating protocol*, refer to complex inter-agency working arrangements. These documents explain how the partnership will gather intelligence, identify offenders and reduce the risk to children who go missing, or who are at an increased risk of becoming subject to child sexual exploitation. The constabulary has also undertaken a significant amount of work itself in relation to child sexual exploitation. This work includes data mining, recruiting police informants (known as covert human intelligence sources or CHISs) and collecting specific information from them, and work with community contacts in respect of organised child sexual exploitation, including research of missing person episodes and vulnerable person background checks. No major crime trends or organised child sexual exploitation have been identified as yet.

The constabulary has reaffirmed that child sexual exploitation remains prominent as a risk on its strategic threat assessment and will continue to be a focus for staff.

The constabulary has a good understanding of the developing risk presented by child sexual exploitation across the county. A fortnightly briefing and tasking meeting brings together intelligence to enable the identification of potential/actual victims, offenders and locations. As a result, the constabulary has been able to identify the five most prominent victims, offenders and locations on each division.

The constabulary is improving its services for victims of domestic abuse. An action plan to improve these services is in place and is monitored well. We reviewed the plan as part of our inspection and found that it was comprehensive, involves partners in developing improved outcomes and is subject to regular review. Regular updates on progress are provided within different sections of the plan. Ownership of the action plan rests with the superintendent in charge of the public protection unit (PPU), and there are regular discussions about progress with the constabulary's head of crime and the assistant chief constable for protecting vulnerable people.

The constabulary responds well to people in crisis in the community who have mental health problems. A triage facility is in place where officers can be deployed in company with a trained mental health nurse to 'concern for safety' incidents across the constabulary, usually on a late shift, where calls of this type occur more frequently. Mental Capacity Act²² training has been delivered to all uniform officers and to communications centre staff. This means that all frontline, customer-facing constabulary staff have had some training on identifying and understanding mental health problems and responding sensitively to them. In the 12 months to 30 June 2016, 0.9 percent of incidents reported to the constabulary's communication centre were flagged to identify mental health issues; this is below the England and Wales rate of 2.4 percent.

Frontline officers and staff understand that protecting vulnerable people is a constabulary priority. This is re-emphasised in briefings and through the main messages placed on the constabulary intranet site. Training in identifying different aspects of vulnerability has been provided to enable officers to understand and correctly apply a risk assessment procedure, using the DASH risk assessment²³ at incidents involving vulnerable people. Further training on protecting domestic abuse victims is planned for early 2017.

Vulnerable victims are identified correctly when calling the constabulary. In the majority of cases, at the point of initial contact, there is a good appreciation of safeguarding by the control room customer care assistants. The constabulary assesses all calls received in the communications centre by using the national

²² The Mental Capacity Act 2005 in England and Wales protects and supports people, and outlines who can and should make decisions on their behalf. The Mental Capacity Act covers important decision-making relating to an individual's property, financial affairs, and health and social care.

²³ DASH (Domestic Abuse Stalking and Harassment risk assessment checklist)

decision model (NDM)²⁴ to inform decisions on how calls will be dealt with. Customer care assistants work through carefully prepared question sets, which are available on the constabulary's command and control system, dependant on the type and classification of call received. On reviewing a number of calls involving vulnerable people, we found that customer care assistants were methodically applying the question sets in their interviews with callers during their initial discussion on first contact. However, we identified that in some cases, customer care assistants were not always responding appropriately to information being provided about vulnerable people involved. As a result, some less obvious vulnerability concerns involving people mentioned by the caller can be overlooked. This means that sometimes a decision not to deploy a patrol immediately is taken, when perhaps a more urgent deployment to protect the vulnerable person should have taken place. A significant number of incidents (over 45 percent of calls) are dealt with over the telephone or in a police station by the constabulary without a deployment. This places an even greater obligation on the need for customer care assistants to identify vulnerable callers consistently to ensure that their needs can be properly considered and responded to.

How effectively does the force initially respond to vulnerable victims?

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

Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Lancashire increased by 12 percent compared with the 12 months to 31 March 2015.

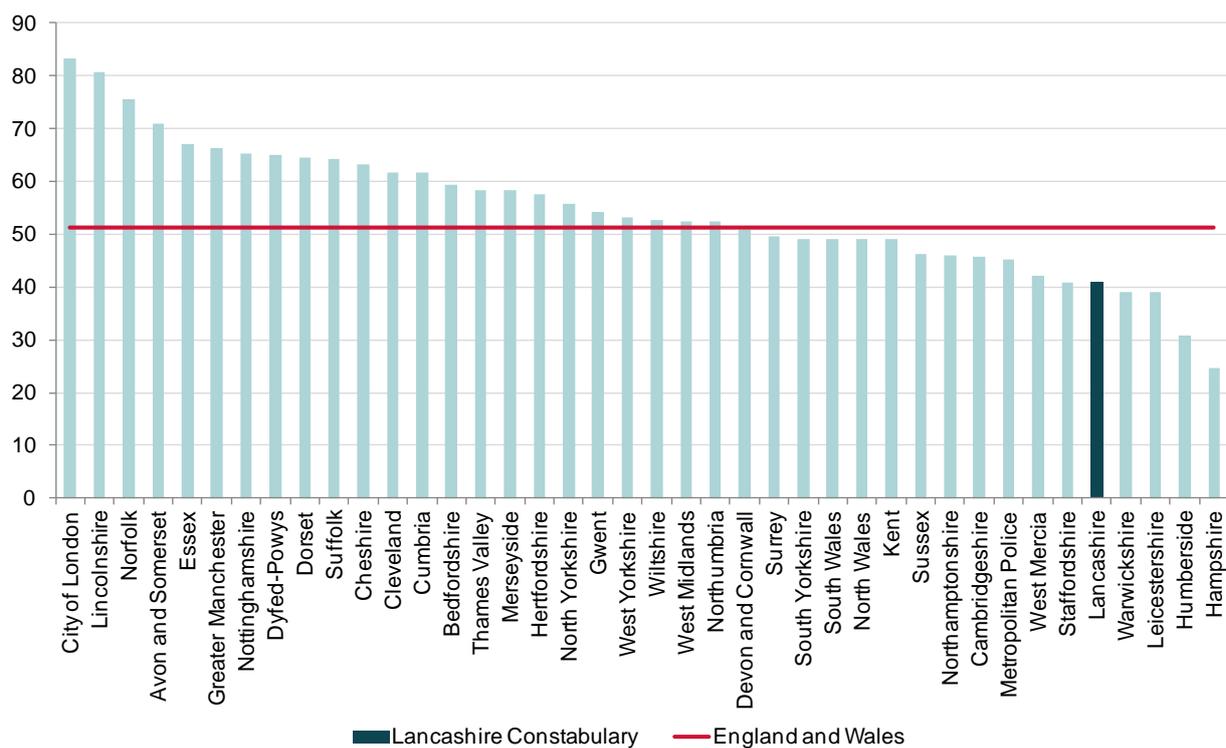
²⁴ The National Decision Model is a risk assessment framework, or decision making process, introduced by the association of chief police officers (ACPO), that is used by police forces across the country. It provides five different stages that officers can follow when making any type of decision; gather information and intelligence, assess threat and risk, consider powers and policy, identify options and contingencies, take action and review what happened.

This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 9 percent of all police-recorded crime in Lancashire, compared with 11 percent of all police-recorded crime across England and Wales.

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

In Lancashire Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 41 arrests made in the same period.

Figure 6: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁵



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Officers identify and assess vulnerability and risk effectively at initial response. Staff have had effective training to inform their response to vulnerable people. Frontline

²⁵ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

officers are able to identify the signs of child sexual exploitation effectively. Training has included distance learning packages that they have been required to complete, followed up with email briefings circulated to staff and short training sessions on child sexual exploitation during the occasional training days for response staff. Training days are arranged to inform response officers of information relating to support networks and officers are required to complete distance learning packages to inform their response to vulnerable people. Information is also passed to officers via the email system. An example of this was to advise officers of the availability of a new location system that enables relatives and carers to track the movements and safeguard people with dementia.

The force conducts immediate safeguarding actions appropriately at initial response. Officers across the constabulary have a good understanding of the need to take effective safeguarding action at the earliest opportunity. We found that frontline officers have a sound knowledge of vulnerability and consider a range of different safeguarding options to protect vulnerable people. The main option is to take immediate steps to arrest the offender, but there is an awareness that panic alarms and CCTV cameras can be obtained through local neighbourhood policing teams to support victims. There is a growing awareness of the benefits of Domestic Violence Prevention Notices (DVPNs) and staff know that markers can be placed on the command and control system to initiate an urgent response to any more calls from a vulnerable location or from a vulnerable caller.

The force's initial risk assessment supports an effective handover to investigation teams and external partners. This is in spite of the IT system currently in use. When attending incidents, officers complete a risk assessment which is put into the constabulary's 'Sleuth' intelligence platform. But the current format of the Sleuth risk assessment form only allows officers to select one aspect of vulnerability on each submission. This means that in more complex cases, not all the different aspects of vulnerability in each case can be properly collated on one form. This necessitates an officer completing multiple submissions in those cases where there are more complex vulnerability issues identified. However, officers can call on the communications centre for assistance in advising them on how to deal with more complicated issues of vulnerability and then signpost victims towards a range of safeguarding options.

The constabulary is, however, good at sharing information to protect vulnerable people. The constabulary's initial risk assessment process at scenes is comprehensive enough to allow an effective handover to investigative teams and other partner agencies working to keep vulnerable people safe. Completed risk assessments are submitted electronically by officers through the Sleuth system to

one of three multi-agency safeguarding hubs (MASH)²⁶ across the county. On the day that each assessment arrives it is reviewed, and amended if inappropriately completed. Response officers retain ownership of those cases deemed to be medium and low risk, while PPU investigators will review actions taken and begin a prompt investigation in the most high risk cases. Within each MASH, information about the immediate safeguarding action taken by response officers is shared with external partners and other forces where appropriate. Details of the circumstances outlined in the risk assessment form and of vulnerable people involved will go straight to child services or adult services via an email. Those referrals deemed to be of the highest risk will be sent to partner agencies as a priority. These arrangements ensure that the information goes to the right partner organisation within an appropriate timescale.

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

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

The constabulary investigates cases involving vulnerable people effectively and promptly. It has introduced a number of different investigation teams to enable it to respond positively to different aspects of vulnerability. It now has investigators who specialise in child sexual exploitation and missing person enquiries, domestic abuse, honour-based violence and human trafficking. Officers experienced in rape investigations are part of all mainstream criminal investigation departments. As a result of this approach, investigators with a greater understanding of vulnerability issues in different crime types will deal with cases more proficiently. Ultimately, this should lead to a better service and more positive outcomes for victims.

For investigators in the PPU caseloads are high, but manageable. Within each PPU, supervisors are expected to conduct regular reviews of workloads and investigations for all officers. However, owing to the large volume of work being managed by PPU

²⁶ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

investigators, this is not always possible. Because of this, sergeants prioritise the monitoring of investigations being undertaken by the newer or more inexperienced members of their team. Specialist staff in the PPU are available around the clock to offer advice and guidance to frontline operational staff. This means that there is adequate cover to ensure cases involving vulnerable people are investigated promptly and effectively.

Investigations are carried out by appropriately trained and expert officers. Opportunities for continuous professional development are frequently made available by the constabulary to enable staff to gain additional training and improve their knowledge of police practice. Responsibility for personal development rests with each member of the workforce and staff are expected to manage their time and workloads to attend and take advantage of the training offered. A consequence of this philosophy is that, with increasing workloads, some officers see personal development as something they do not have time for, and some are reluctant to take time out of work to attend any training or development events. This can mean that important training in dealing with complex investigations can be missed by officers working on the more emerging and complex types of investigations. However, we found that there was a good level of experience and skill within each PPU and CID office, with nearly all officers trained to PIP2 level.²⁷ An appropriate number of staff in the PPU are trained to investigate cases involving vulnerable children.

The constabulary makes good use of Domestic Violence Prevention Notices²⁸ (DVPNs), Domestic Violence Protection Orders²⁹ (DVPOs) and the domestic

²⁷ Professionalising Investigation Programme (PIP). The aim of the PIP is to ensure that staff are trained, skilled and accredited to conduct the highest quality investigations: PIP level 1 – priority and volume crime investigations; PIP level 2 – serious and complex investigations; PIP level 3 – major investigations; PIP level 4 – strategic management of highly complex investigations. PIP identifies key learning and development for investigators in new or specialised roles, and standards of competences in investigation and interviewing. These are now established within a suite of national occupational standards (NOS).

²⁸ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

²⁹ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

violence disclosure scheme³⁰ to protect vulnerable victims from domestic abuse perpetrators. Officers are made aware of the existence of orders through daily updates to Sleuth briefing pages and email updates. In one example in Blackpool, officers were notified of a male who had been issued with a DVPO, who was known to be about to be released from a prison sentence. However, in spite of the DVPO, his partner had been lobbying the court to get the DVPO removed so that she could continue to live with the male after his release from custody. Officers visited the victim's address shortly after the male was released to establish who was residing there. It was found that the male was alone at the address and so additional regular checks were undertaken to establish whether the male and his victim were co-habiting. In these circumstances, officers would arrest the male for breaching the DVPO. The constabulary and its partners are making increasing use of these orders as a result of a multi-agency risk assessment conference (MARAC)³¹ direction and a specialist team is based at the headquarters PPU to deal with the preparation of DVPOs and application for them at court.

Arrangements are in place to ensure vulnerable victims can make enquiries with the constabulary in relation to concerns they have about new acquaintances close to them or their family. This can be done under a domestic violence disclosure scheme. In a similar way, there are good arrangements to identify and make vulnerable people aware of concerns about a domestic abuse perpetrator, where appropriate. Requests and considerations around information disclosure are carefully considered and are taken in the best interest of the victim on every occasion. The MARAC process has also been instrumental in the increase in disclosure applications received by the constabulary, which is an indication that partnership working to support vulnerable victims of domestic abuse is effective.

The constabulary makes good use of protective powers to safeguard vulnerable people. In the 12 months to 30 June 2016, the constabulary had 290 'right to ask' requests from people concerned about acquaintances. This equates to a rate of 19.6 'right to ask' requests per 100,000 population. This is well above the England and Wales rate of 5.5 requests per 100,000 population. The constabulary also used the 'right to know' notification 343 times. This equates to a rate of 23.2 uses per 100,000 population. This is also well above the rate of 5.84 disclosures per 100,000 population for England and Wales, and gives an indication of the proactive use of these powers to keep vulnerable victims safe.

³⁰ The domestic violence disclosure scheme, also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law.

³¹ Multi-agency risk assessment conferences (MARACs) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

There is a level of misunderstanding as to how cases of stalking and harassment should be investigated by frontline officers. During our inspection, we reviewed a small sample of cases of stalking and harassment where a police information notice (PIN) had been issued to a suspect. Of these cases, half had correctly been subject to a risk assessment being completed by officers; these were cases where there was a domestic abuse context. In none of the cases had a risk management plan to manage the risk to the victim been completed and in all of the cases, given the circumstances in each case, we felt that the issue of the police information notice was inappropriate. In four of the cases, a crime of harassment was correctly recorded. However, as there was a clear course of conduct of harassment on the part of the suspect, crimes should have been recorded in each case we reviewed.

The constabulary has a number of different forums to support work with partner agencies to safeguard vulnerable victims. These include the domestic abuse strategic partnership group, the pan-Lancashire partnership and the local safeguarding children board. These arrangements underline the constabulary's commitment to partnership working and are in keeping with its early action approach.

Safeguarding concerns are fully explored at each of the three MASHs across the county and information is shared in reasonable time with other partner agencies co-located with police. However, we found current processes at the MASHs to be variable. Some are over-reliant on the police within the hubs to manage the administrative flow, information collation and quality assurance of safeguarding information. The high burden at the MASH in Accrington of ensuring the assessments are put through has meant that case management is process driven. We found that cases were being electronically-managed and routed through systems to other partner organisations, rather than being actively discussed by the different agencies. However, owing to the more streamlined arrangements at the MASH in Blackburn, time is allowed for more effective joint discussions about current cases between police and partner organisations to safeguard vulnerable children and adults.

Originally, there was an expectation that the MASHs would assess and manage up to 36,000 referrals each year. Currently, they process about 55,000 referrals each year from the constabulary alone. In the future there is the intention that referrals will be received and managed from all partner organisations at the MASHs to enable more comprehensive information sharing and risk assessment. In addition, a more preventative approach will be used, as well as incorporating mental health issues within the remit of the MASHs. However, owing to the present high level of referrals from the police and current capacity, this is not currently possible. The constabulary has commissioned a review of the effectiveness of the MASHs across the county; under the current arrangements the hubs we visited are at capacity just with dealing with police referrals only. This review of processes related to the MASHs is a timely opportunity to assess their future role and capacity.

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic-abuse related if the offence meets the government definition of domestic violence and abuse.³²

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 7. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

Figure 7: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Lancashire Constabulary³³

Outcome type / group	Lancashire Constabulary	England and Wales
Charged / Summoned	25.2	23.2
Caution – adults	7.0	5.6
Caution – youths	0.2	0.3
Community resolution	1.9	1.4
Evidential difficulties prevent further action; victim supports police action	13.1	24.1
Evidential difficulties prevent further action; victim does not support police action	31.1	35.4

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In the 12 months to 30 June 2016, Lancashire Constabulary's use of 'evidential difficulties prevent further action; victim supports police action' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

³² Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

³³ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The constabulary has good arrangements in place to support victims of domestic abuse. Officers attending at domestic abuse incidents will complete a DASH risk assessment containing 28 questions, which will help them frame their next course of action to safeguard victims. The risk assessment is checked initially in the control room by demand management sergeants shortly after it is submitted and then subsequently at the MASH. In this way, the constabulary can be satisfied that initial actions taken by officers are appropriate to the prevailing circumstances.

The quality assurance checks at the MASH are thorough. Anyone who is referred to during a risk assessment is checked on police systems for any relevant intelligence, which may alter risk factors. A system is in place to identify those cases that should be submitted to the MARAC for further consideration. Officers within the MARAC and their supervisors have the authority to increase or reduce risk classifications accordingly, but all high risk domestic abuse assessments are routinely referred to a MARAC screening panel for further consideration. Through these arrangements, the constabulary can be sure that the most serious cases of domestic abuse receive significant multi-agency consideration.

The constabulary holds a significant safeguarding role through the MARAC, which is seen as effective by all partners involved. The constabulary is seen as the lead agency for MARAC referrals and provides a multi-funded administrative support function for the numerous MARACs held across the county. A dedicated MARAC chairperson presides over each of the ten MARAC meetings and this provides a consistent approach to domestic abuse risk management in the most serious cases. As the chairperson has been in post for over three years, there is also a good awareness of the cases that should be considered at MARAC level, together with an in-depth knowledge of what services are available across the county to support vulnerable victims.

In general, Lancashire Constabulary performs slightly above the England and Wales rate in prosecuting perpetrators of domestic abuse for offences committed against vulnerable people as well as the extent to which victims in Lancashire support police action.

Summary of findings



Good

Lancashire Constabulary is effective at protecting those who are vulnerable from harm and it supports victims well.

The constabulary generally identifies vulnerable victims well. In some cases, a caller may mention some less obvious vulnerability concerns involving other people and these can be overlooked. There may be scope to improve the consistency with which these wider aspects of vulnerability are identified and addressed at initial contact.

Frontline officers respond well to vulnerable victims. They have a good understanding of safeguarding options and officers take appropriate action to keep victims safe. The constabulary has good arrangements in place to support victims of domestic abuse.

The constabulary works well in partnership with other organisations. The capacity for the multi-agency safeguarding hubs to cope with additional referrals from non-police partners is to be reviewed and improved.

How the constabulary deals with the investigation of cases of stalking and harassment is in development. Officers are beginning to understand the law and their responsibilities towards victims of stalking and harassment.

Areas for improvement

- The constabulary must ensure that those staff answering calls from the public consistently identify all aspects of vulnerability when responding to calls to correctly inform deployment decisions.

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

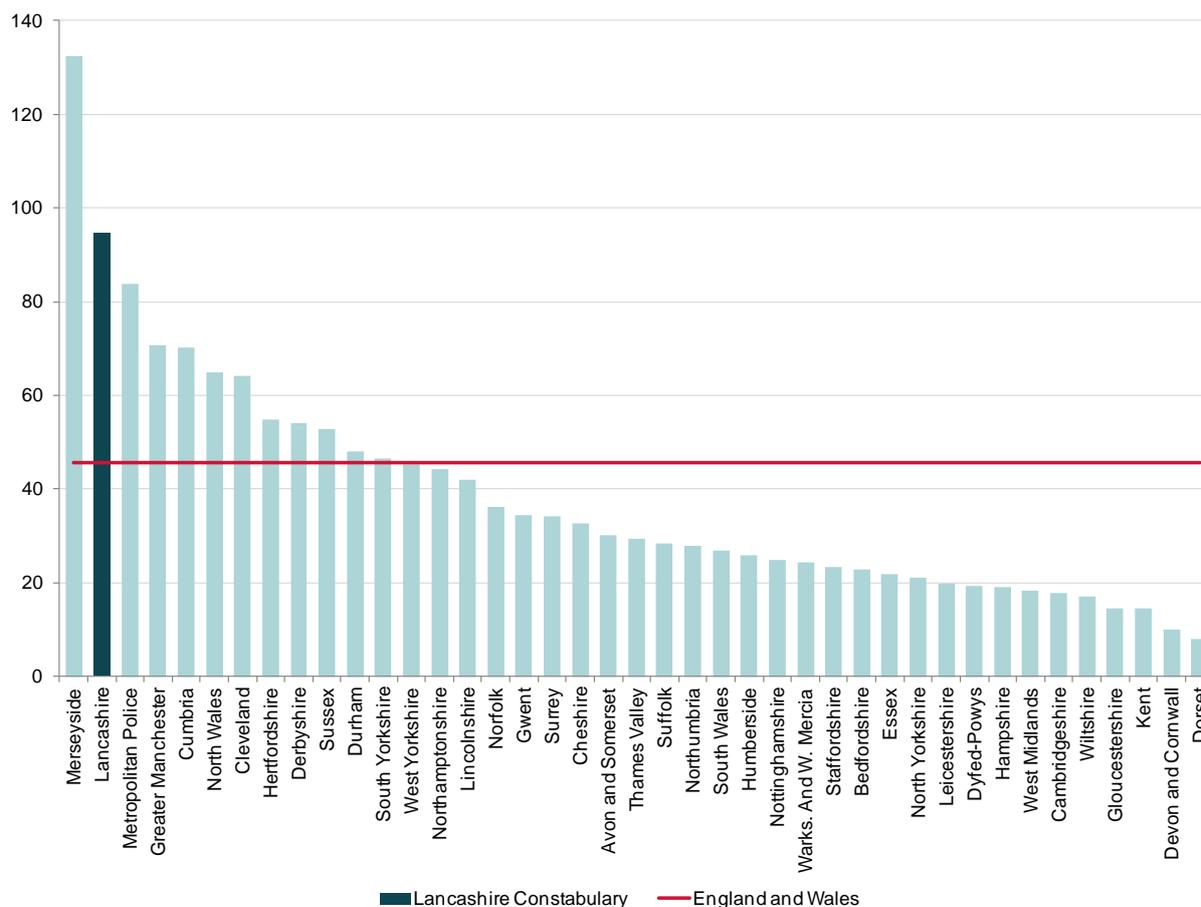
Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime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

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

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

As at 1 July 2016, Lancashire Constabulary was actively disrupting, investigating or monitoring 95 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016³⁴



Source: HMIC data return

For further information about these data, please see annex A

Lancashire Constabulary has good arrangements in place to assess the threat and risk from serious and organised crime. The constabulary has developed a serious harm reduction strategy, which takes account of the national crime agency (NCA) strategic assessment.³⁵ The strategy is designed to reduce substantially the threat and harm caused by organised crime and individuals in Lancashire. The strategy supports the police and crime commissioner’s (PCC) police and crime plan, which also sets out the constabulary priority given to promoting harm reduction and addressing vulnerability in communities. The constabulary has gone further by producing a local profile for serious and organised crime in each division, with an

³⁴ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

³⁵ The National Strategic Assessment (NSA) provides a comprehensive picture of the risk posed to the UK and its interests by serious and organised crime. It informs both the national response – what the priorities are and what action will be taken – and the expected results – how success will be measured. For further information see: www.nationalcrimeagency.gov.uk/publications/731-national-strategic-assessment-of-serious-and-organised-crime-2016/file

overall summary giving the constabulary perspective on how key crime types are to be tackled with partner agencies.

The constabulary has a good IT system to share intelligence with other agencies. The constabulary uses a software platform called PAM (Platform Achieving More) to share and receive intelligence on serious and organised crime. There are 38 different agencies collaborating on information sharing in this way. The information-sharing platform is supported by a protocol which allows the constabulary to build up intelligence profiles on serious and organised criminals. As a result, the constabulary can demonstrate genuine partnership involvement in the management of serious and organised crime across the constabulary. There are regular partnership profile meetings between police and partners and organised crime groups can be identified and nominated by any of the different agencies and submitted through the PAM network.

Within the constabulary, there is a monthly serious harm task assignment meeting that reviews current operations and considers new and emerging threats and developments. Within the constabulary's intelligence bureau, an analyst is building a comprehensive intelligence picture in relation to modern day slavery and human trafficking. This aims to help the constabulary to investigate these types of offences more effectively and bring perpetrators to justice. There is also an assigned lead at detective inspector rank within the constabulary to oversee progress in these new emerging areas of criminality. This is replicated for both cyber-crime and child sexual exploitation. In this way, the constabulary can be sure that it has a good understanding of new and emerging crime threats through effective intelligence gathering arrangements. This is supported by an extensive partnership network committed to supporting the constabulary to tackle serious and organised crime.

Automatic number plate recognition (ANPR)³⁶ systems are an important constabulary asset to develop intelligence on travelling organised crime groups. There is good county-wide coverage of the main arterial road networks. Investigators are trained on interrogating the ANPR system to identify suspicious vehicle movements and to monitor known criminals from other areas coming into Lancashire by vehicle to commit crimes.

The GAIN³⁷ network is not used within the constabulary, owing to the effective information sharing in place on the PAM platform with 38 other agencies as part of Operation Genga. While there is a GAIN co-ordinator in post and based within the ROCU, the Genga intelligence-sharing system through PAM is seen as more

³⁶ ANPR is a system of roadside cameras that read vehicle number plates and can provide an indication that a vehicle was travelling on a road in a particular direction at a particular time of day.

³⁷ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

productive. This is because it is perceived to be quicker and more effective than GAIN, in that it allows for live-time information sharing. However, the constabulary has a good relationship with the regional GAIN co-ordinator and does use this contact to liaise with those organisations that are outside Operation Genga and who may be able to provide useful intelligence. This relationship is maintained through regular monthly meetings between the constabulary's Operation Genga lead and the GAIN co-ordinator. These meetings ensure all intelligence-gathering opportunities around serious and organised crime are fully exploited. As part of a current review of serious and organised crime, the constabulary has decided that there are to be dedicated Genga co-ordinators on each division in future. These officers will support the information and intelligence gathering process around serious and organised crime.

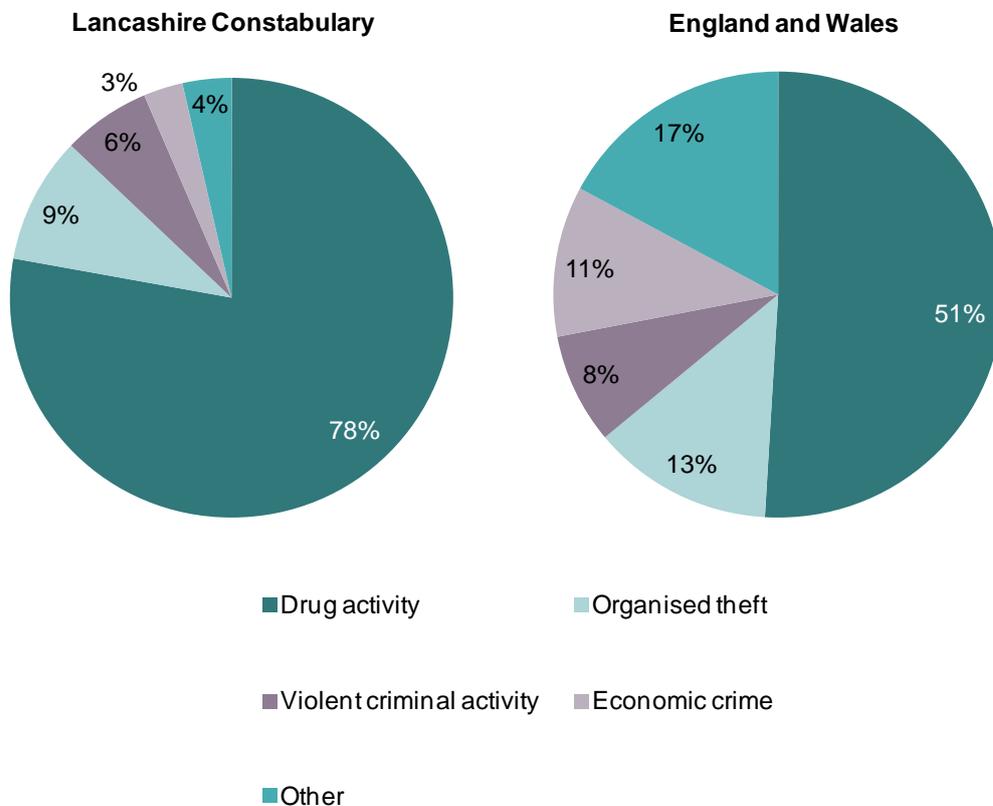
Lancashire Constabulary officers are routinely assigned the task of gathering intelligence in relation to serious and organised crime. This is part of a co-ordinated effort to improve and understand the constabulary's organised crime threat picture. The constabulary has a targeted crime team which may have the task at a neighbourhood level to gather information to support investigations. General requirements about tasks in relation to organised crime groups (OCGs) are held on Sleuth and readily available to frontline operational staff. These briefings would set out expected activities to be completed, such as targeted patrols, high visibility patrols, and who should be targeted. There would also be intelligence provided on associates, vehicles involved and key locations of interest. We found that officers knew they had an ongoing responsibility to look out for signs of serious and organised crime and to gather intelligence on known members of organised crime groups.

Our inspection found that OCGs are identified and mapped consistently well by the constabulary using a national assessment tool. The constabulary maintains a tracker system to manage registration, oversight and status of OCGs. We found that the tracker was being kept up to date by regular reviews at both divisional and constabulary level OCG meetings. Constabulary OCG mapping arrangements are monitored at a regional level by the ROCU to ensure corporacy with other police forces regionally – as a result there is no anticipated delay in obtaining ROCU verification for the OCG nominations. Each of the divisions has a single point of contact for tracking OCGs, within their local intelligence units. They maintain updates and scoring on the local tracker and work closely with a nominated lead analyst at the constabulary's intelligence bureau to ensure the consistency of the tracker process. OCGs are re-assessed at regular intervals in line with national guidance.

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed

by Lancashire Constabulary as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Figure 9: Active organised crime groups by predominant crime type in Lancashire, as at 1 July 2016



Source: HMIC data return

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

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

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

Lancashire Constabulary has good arrangements in place to respond to organised crime. Detective chief inspectors or detective inspectors are held responsible for the creation and management of plans to tackle OCGs. The most significant OCGs are discussed at a monthly OCG management meeting chaired by the head of crime.

At this meeting, plan owners (known in other forces as the lead responsible officer) are required to provide updates on activities for which they are responsible undertaken to disrupt and dismantle OCGs. On a day-to-day basis, the daily risk and threat meeting is where the whole force is involved in tackling serious and organised crime; for example, the execution of a search warrant, will be allocated to the most appropriate team for further action. Each of the three divisions has a local intelligence officer responsible for mapping locally identified OCGs. This is replicated centrally with a person responsible for the same function at a constabulary-wide level through a dedicated OCG management officer. There is an expectation that each division will identify and score its own OCGs and monitor them locally through its own divisional level OCG meeting. Only if these groups require additional investigative resources from across the constabulary will they be discussed at the monthly constabulary level OCG management meeting. This means that there are clear lines of accountability with OCG plan managers responsible for driving OCG disruption activities but still able to draw on wider support as required, according to risk assessed at constabulary level.

The constabulary manages its response to organised crime through the '4 Ps' (pursue, prevent, protect, prepare) in accordance with national guidance. The '4Ps' is a nationally recognised approach to tackling organised crime and plans are prepared on a template, which is referred to as a '4P' plan. The constabulary considers these plans to be 'living documents' where up-to-date records of activity against OCGs will be maintained. These plans are retained centrally in a secure database, with access only provided to those officers who have a strict need to know about police operations. Sanitised versions of these plans are transposed onto the constabulary's Sleuth intelligence system, with general tasking requirements provided to frontline staff to ensure activity is appropriately managed and focused and does not compromise covert policing methods. On those occasions where managers transfer responsibility for OCG disruption plans, there will generally be a face-to-face handover, however, all the information that would be needed to understand the structure of the OCG and what has been done to tackle it, will be recorded on a OCG tracker database. Plan owners know that their first responsibility on taking over management of OCGs is to review the current '4P' Plan and assess action taken against the OCG thus far, as recorded on the tracker. In this way, the constabulary can be sure that plan owners have a clear understanding of the overarching strategy in relation to each group, together with a present position of the level of activity ongoing in each investigation.

Lancashire Constabulary works well with partner organisations to disrupt, dismantle and investigate organised crime. A multi-agency partnership called 'Operation Genga' is in place to tackle serious and organised crime. Through Genga there are good and well established information sharing practices, which are supported on the PAM system and involve all partner agencies. Using this system, the constabulary is able to make an intelligence/information request regarding an individual or location,

which will be reviewed and responded to by all the collaborating partner agencies. This means that the constabulary is able to improve substantially its understanding and knowledge of criminals to inform the investigative approach.

Each of the three divisions has a person acting as a Genga single point of contact. This person provides the link on each area to all the other agencies involved in Genga. They also carry responsibility for building those relationships with other agencies that could support the fight against organised crime. An example of effective cross-agency working was provided where a fast food outlet involved in organised crime was closed down through working with the Fire Service, Health and Safety Executive, Licensing and Environmental Health to enforce closure through breach of a number of operating regulations. This demonstrates that the constabulary considers a range of inter-agency enforcement options to tackle serious and organised crime.

We found that beyond the work undertaken with partners to undermine OCGs, the constabulary was taken effective action itself. The constabulary has conducted full covert operations involving surveillance on gang members. It has also been proactive in the use of other legislation, such as; the use of gang injunctions; civil orders such as public space protection orders; crime behaviour orders; community protection notices and the issue of football banning orders.

The constabulary involves local policing teams in the disruption of organised crime with specific activity. Generally, the targeting of OCGs is allocated to specific officers, who are deployed to a locality for this specific purpose. However, response officers are frequently directed to carry out stop searches where grounds exist, conduct visits to locations where OCG members are known to reside or visit (negative responses are also recorded) and patrol in hotspot locations to reassure the public. Officers are aware of who the most significant local OCG members are and understand the responsibility to gather intelligence and investigate their movements on every suitable occasion.

The constabulary regularly make referrals and obtains intelligence and evidence through prison intelligence functions. Overall, there is good and proactive use of intelligence obtained from prisons to tackle organised crime. The prison intelligence function has been regionalised and is now managed by the regional organised crime unit (ROCU). Initially, following the handover, there were difficulties with information flow between the constabulary and ROCU. This was through staff absences in intelligence functions in Lancashire prisons not being covered. There was a perceived increase in bureaucracy for constabulary staff and an overall drop in the quality of service. However, this has now been addressed and the new working arrangements are beginning to realise more effective results. An example of the increased intelligence flow can be seen in the recent direction for neighbourhood officers to combat the threat of drone flight incursions into Lancashire prison sites.

The constabulary is able to call on specialist ROCU capabilities when necessary. Complex investigations into serious and organised crime can involve specialist investigative support from a number of in-force and regional departments. The ROCU is able to provide 14 specialist investigative functions at a regional level. There are regular meetings between the constabulary and its regional specialist partners to discuss and initiate investigations into serious crime, using the pooled specialist assets available. Following on from HMIC advice last year, the constabulary implemented an action plan to ensure that the constabulary and ROCU assets are used to their maximum effectiveness; the plan continues to be monitored.

The constabulary records 'disruptions' of OCGs vulnerabilities and individuals in accordance with national guidance. The outcome of interventions is considered within the tasking and OCG mapping meeting structure by the various local chairpersons. However, disruptions are not referred in by divisions for central assessment and verification to ensure that the reported effect of local police disruption on OCGs, through divisional activity, was corroborated. The constabulary has recognised this as a gap and intends to introduce arrangements to consider cumulative/strategic disruption. This will be in those cases where a series of minor/moderate disruptions have been used and then the overall impact on the OCG network needs to be reviewed. The PAM system is currently used to measure some aspect of the positive effects that OCG intervention activity is achieving. Academic evidence is now being sought from the University of Central Lancashire to try and measure the effectiveness of the approach of different partners to serious and organised crime at local community level. The media and corporate communications team carry out monitoring of social media to gauge the reaction of local people to constabulary initiatives using an internet based social media search tool. This software allows the constabulary to review comments left by the public on social media sites, such as Facebook, Twitter and other similar social media. In this way, the constabulary can measure anecdotal appreciation and success of its initiatives to tackle serious and organised crime.

The constabulary has a serious and organised crime unit (SOCU) based at police headquarters, which investigate the most serious types of criminality across the constabulary. We found the SOCU to have been consistently assigned the task of investigating more traditional crime types, such as drug trafficking and gun crime. While we see the tackling of crimes of this sort to be very important, the constabulary should consider whether the focus of the SOCU on these types of investigations reflects the constabulary's current emphasis on tackling threat harm and risk issues involving vulnerable people.

How effectively does the force prevent serious and organised crime?

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

The constabulary has some arrangements in place to deter people at risk from being drawn into organised crime. Officers work with partners to identify and intervene with people at risk of being drawn into serious criminality. There are good links to the 'troubled families'³⁸ programme and also with early action teams based in divisional police stations. Early action teams have a number of initiatives that they involve young people in, to try and address the root cause of them being potentially drawn into criminality. This might include visits to the home by PCSOs, referrals into other agencies, educational inputs on knife crime and in relation to child sexual exploitation that can be imparted in schools or at young people's care homes.

In one example, a PCSO provided evidence of a case where a young person about whom she had concerns, was associating with much older boys who the PCSO knew to be dealing drugs. The PCSO identified the risk to that young person in being vulnerable, being drawn into crime and possibly being groomed or exploited to run drugs for the older boys. The PCSO made a referral to the local early action team, which successfully obtained an order preventing the young person from associating with this group, thereby safeguarding him from being drawn into crime.

Across the county, there is an organised crime prevention and intervention project funded through the government's transformational challenge award³⁹ to identify and divert young people from being drawn into organised crime. The project is a collaboration between local authorities, the police and voluntary organisations to tackle organised crime and sits within the wider multi-agency early action approach. Other initiatives include a film to warn teenagers of the danger of becoming involved in gangs and drug culture, following the senseless murder of a young teenager in Preston in 2014. On a similar theme, a theatre company visits local schools to

³⁸ The Troubled Families programme is a UK government scheme under the Department for Communities and Local Government with the stated aim of helping troubled families turn their lives around.

³⁹ The constabulary was awarded £950,244 for this work from the transformational challenge award fund.

present a play called 'Terriers,' which encourages young people to make positive choices about friendships and to reject negative gang culture.

At a partnership level, there are processes in place for the ROCU to highlight individuals to the constabulary. These may be vulnerable individuals identified during ROCU investigations, who may be at risk of being drawn into serious and organised criminality. Referrals would be passed to the constabulary's intelligence unit who would then make an assessment as to which department or service is best placed to take action to divert the individual away from crime or the risk of serious harm.

The way in which the constabulary records and manages ancillary orders is inconsistent. The management of all obtained ancillary orders is not invested in one person or one department. While details of the managing officer for an order at the time that it is obtained are placed on the police national computer (PNC), medium and longer-term management of these orders are inconsistent. This is because these orders can be imposed for a number of years and the constabulary does not have a plan to ensure that a corporate memory of each order is retained in one place. There is no centrally held database or list of ancillary orders obtained by the force. This may cause problems in the future, as the constabulary will not be able to effectively oversee access and manage the orders that it has obtained.

The constabulary cannot demonstrate a 'lifetime' approach to managing people who are involved with serious and organised crime. There is some scope to manage those OCG members who are receptive to support through the IOM arrangements but these are limited. We did find one example of a dangerous offender linked to violence, child sexual exploitation, and drug dealing, who was being positively managed within an IOM cohort, but this was uncommon. The constabulary is still exploring how early action can make a positive difference in joining up the benefits of effective IOM to a maturing early action approach. This is one area where the constabulary intends to commission further research. For the future, the constabulary understands that much more needs to be done with partners in the prison service. This is to ensure offenders detained within the prison establishments are educated and prepared to accept more positive life choices on their release.

The constabulary effectively communicates with the public about how it has successfully tackled organised crime. The Genga partnership is instrumental in communicating messages to stakeholders on successful interventions in relation to OCGs. The constabulary's media and engagement department is involved in cascading significant news stories at local and national level. It has a strong appreciation that good news stories increase public confidence in the constabulary and encourage communities to support the constabulary to tackle serious and organised crime.

The constabulary communicates well with the public about serious and organised crime. It provides information and reassurance through its 'in the know' scheme,

circulating concerns about fraud scams to the community. Regular communication on effective police activity is discussed on social media platforms, via neighbourhood watch forums and on constabulary open days. The constabulary is expanding its use of 'e-pacts'⁴⁰ to communicate with the public and update them on successes and the ongoing threat from serious and organised crime. Partner organisations are also used to deliver informative messages. In one example, local businesses employing foreign workers were approached by the constabulary, in partnership with Her Majesty's Revenue and Customs (HMRC). Workers were provided with information that informed them of their exact earnings. This is aimed at protecting them from possible exploitation by criminals, exercising control over their income and banking arrangements because of their lack of understanding about UK finance matters.

The constabulary has conducted publicity campaigns in relation to cyber-crime, the risk of fraud committed against the elderly, child sexual exploitation and the risks presented to young people through misusing the internet. A human trafficking campaign published posters at bus shelters to highlight the issue to the public and to encourage greater awareness and reporting of any concerns by the public. The constabulary publicises preventative information around serious and organised crime to vulnerable groups and promotes awareness of the risks of becoming a victim of crime.

Summary of findings



Good

Lancashire Constabulary is effective at tackling serious and organised crime.

It has good information-sharing arrangements across a broad range of partner agencies, with a dedicated constabulary operation in place to tackle serious and organised crime.

All officers and staff are routinely given the task of gathering intelligence and targeting organised crime groups (OCGs). The constabulary has a good understanding of local OCGs at a divisional level, with established arrangements through local intelligence units to identify, map and grade the threat presented by local OCGs.

The constabulary has good links to other regional enforcement services to tackle serious and organised crime. It has a full range of investigative capabilities to conduct complex investigations into serious and organised crime.

⁴⁰ Police and community together discussions carried out on social media platforms, instead of in person.

The constabulary has been able to prevent some vulnerable people from being drawn into serious criminality. It uses ancillary orders effectively to prevent crime and anti-social behaviour and manage the most serious offenders.

The constabulary regularly communicates positive and preventative messages to local communities in relation to serious and organised crime. This raises awareness and protects vulnerable people from falling victim to organised crime.

Areas for improvement

- The constabulary should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities. This approach should include routine consideration of ancillary orders and consistent monitoring arrangements to deter organised criminals from continuing to offend.

How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)⁴¹ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Lancashire Constabulary routinely tests its capability to respond to public order incidents by carrying out exercises to deploy large numbers of public order officers at short notice. The constabulary has the capability to mobilise 11 police support units and reports having capacity to respond positively to civil emergencies, terrorism, serious and organised crime, public order, child sexual exploitation and cyber-crime. The constabulary employs a company to test its IT system capability and to improve its resistance to a deliberate denial of service attack.

In order to develop its capability to respond to the threats of the future, the constabulary has a number of collaborations in place with academic institutions, such as University of Central Lancashire, Lancaster University, and College of Policing and the Open University to enhance its response to cyber and digital crime and to develop a forensic academy on the headquarters site. This is to increase the constabulary's capability to identify and respond effectively to the crime threats of the future.

⁴¹ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

The constabulary's chemical biological, radiological and nuclear response is shared with regional partners. The constabulary has strong resilience in terms of firearms and public order command and operations, with two officers from the strategic command team trained in managing counter-terrorist operations.

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

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

Lancashire Constabulary is part of a North West collaboration of six neighbouring forces with regional governance in place for firearms. The forces have developed a regional armed policing strategic assessment (APSTRA) to assess the level of firearms threat across Lancashire and the other five force areas. The APSTRA is reviewed every six months according to national guidance; it has been reassessed in light of recent terrorist incidents and submitted to the College of Policing as required.

The constabulary has thoroughly tested its preparedness to the firearms threat. The firearms exercise regime is determined at a regional level, and there is notable multi-agency testing of a regional response to firearms incidents. Lancashire Constabulary also runs its own exercises with local partners. A regional three-day marauding terrorist firearms attack exercise has also been undertaken within the last 12 months, which was de-briefed with local partners; contingency plans were refreshed as a result.

The constabulary is not part of the national armed policing uplift programme. However, the constabulary has assessed the firearms threat across the constabulary and has increased its capacity to respond accordingly. The constabulary has a large firearms capability having recently increased the number of authorised firearms officers (AFOs) across the constabulary by 50 percent.

The constabulary has business continuity plans to manage firearms incidents within the communications centre that are understood by incident managers. As a result of the review in relation to firearms capability, extra firearm patrols are routinely deployed.

The constabulary has assessed its preparedness to respond to a marauding terrorist firearms attack and has documented plans in place to respond accordingly. In order to test contingency plans for such an eventuality, the constabulary has undertaken table-top exercises with other police forces, as well as civil and military partners.

Summary of findings

Ungraded

Lancashire Constabulary's specialist capabilities are effective. It has the necessary arrangements in place to fulfil its national policing responsibilities. It has completed a strategic threat and risk assessment to assess its current state of preparedness. Senior leaders within the constabulary have all been trained in relation to their strategic policing responsibilities.

The constabulary has the capability to respond positively to civil emergencies, terrorism, serious and organised crime, public order, child sexual exploitation and cyber-crime. The constabulary employs a company to test its IT system capability and to improve its resistance to a deliberate denial of service attack.

A number of collaborative working arrangements are in place with academic institutions to enhance the constabulary's response to cyber and digital crime and to develop a forensic academy on the headquarters site.

The constabulary has invested in its armed policing capability to be available to respond to firearms threats, significantly increasing the number of authorised firearms officers and armed response vehicles.

The constabulary has fully assessed its preparedness to respond to a marauding terrorist firearms attack. It is part of a regional alliance with other police forces to respond immediately to significant firearms incidents across the county.

Next steps

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

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

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

Annex A – About the data

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

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

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

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

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

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

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

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

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 7 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 7.

Anti-social behaviour

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

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

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

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

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

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

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

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

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

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

Victim satisfaction

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

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

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

This methodology is not comparable with figure 7, so direct comparisons should not be made between the two tables.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Figure 6: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

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

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

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

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

Figure 7: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

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

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

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

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

In figure 7, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily

those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 7.

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

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 9: Active organised crime groups by predominant crime type, as at 1 July 2016

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

Numbers may not sum to 100 percent due to rounding.