

Her Majesty's Inspectorate of Constabulary



Lancashire Constabulary

Baseline Assessment October 2006



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Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the Internet at police.homeoffice.gov.uk/performance

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

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These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desktop reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

Force Amalgamations

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

The Grading Process

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

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Service delivery grade

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

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

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

Good

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

Poor

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

Direction of Travel Grade

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

Improved

This reflects a **significant** improvement in the performance of the force.

Stable

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This denotes no significant change in performance.

Declined

This is where there has been a significant decline in the performance of the force.

Good Practice

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

Future HMIC Inspection Activity

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

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

Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
<p>1A Fairness and Equality in Service Delivery</p> <ul style="list-style-type: none"> • Equality of service delivery • Community cohesion • Engaging with minority groups • Hate-crime reduction and investigation 	<p>1B Neighbourhood Policing and Problem Solving</p> <ul style="list-style-type: none"> • Effective mechanisms for obtaining community views • Responding to local priorities • Effective interventions and problem solving with partners and communities • Operational activity to reassure communities • Use of media to market success • Uniformed patrol and visibility • Extended police family • Performance in reducing fear of crime 	<p>1C Customer Service and Accessibility</p> <ul style="list-style-type: none"> • Quality of service to victims and witnesses • Customer care • Responding to customer needs • Accessibility of policing services 	<p>1D Professional Standards</p> <ul style="list-style-type: none"> • Investigation of public complaints • Improving professional standards • Combating corruption and promoting ethical behaviour • Reducing complaints and learning lessons
2 Reducing Crime (PPAF Domain 1)			
<p>2A Volume Crime Reduction</p> <ul style="list-style-type: none"> • Crime strategy • Performance in reducing volume crime • Levels of crime compared with peers • Problem solving • National Crime Recording Standard (NCRS) compliance 			

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3 Investigating Crime (PPAF Domain 2)		
3A Managing Critical Incidents and Major Crime <ul style="list-style-type: none"> • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries 	3B Tackling Serious and Organised Criminality <ul style="list-style-type: none"> • Crime that crosses basic command unit (BCU) and/or force boundaries • Support for regional intelligence and operations • Asset recovery (Proceeds of Crime Act – POCA) • Effective targeted operations • Quality packages with the Serious Organised Crime Agency (SOCA) 	3C Volume Crime Investigation <ul style="list-style-type: none"> • Crime strategy • Crime recording • Investigative skills, eg interviewing • Automatic number plate recognition (ANHPR) • Detection performance
3D Improving Forensic Performance <ul style="list-style-type: none"> • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection 	3E Criminal Justice Processes <ul style="list-style-type: none"> • Quality and timeliness of case files • Custody management/prisoner handing • Youth justice • Police National Computer (PNC) compliance 	
4 Promoting Safety (PPAF Domain 3)		
4A Reducing Anti-Social Behaviour (ASB) <ul style="list-style-type: none"> • Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships • Use of ASB legislation, tools, etc 	4B Protecting Vulnerable People <ul style="list-style-type: none"> • Child abuse • Domestic violence • Multi-agency public protection arrangements (MAPPA)/sex offender management • Missing persons 	
5 Providing Assistance (PPAF Domain 4)		
5A Contact Management <ul style="list-style-type: none"> • All aspects of call handling and call management • Initial incident response • Early identification of critical incidents • Performance in answering and responding to public calls 	5B Providing Specialist Operational Support <ul style="list-style-type: none"> • Management of central operational support • Police use of firearms • Capability for policing major events/incidents 	5C Strategic Roads Policing <ul style="list-style-type: none"> • Effectiveness of arrangements for roads policing • Integration/support for other operational activity • Road safety partnerships

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6 Resource Use (PPAF Domain B)		
6A Human Resource (HR) Management <ul style="list-style-type: none"> • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators 	6B Training, Development and Organisational Learning <ul style="list-style-type: none"> • Costed training strategy and delivery plan • Key training and development issues 	6C Race and Diversity <ul style="list-style-type: none"> • Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability • Performance in meeting key targets
6D Managing Financial and Physical Resources <ul style="list-style-type: none"> • Resource availability • Effective use of resources to support front-line activity • Devolved budgets • Finance, estates, procurement and fleet management functions • Demand management 	6E Information Management <ul style="list-style-type: none"> • Information systems/ information technology (IS/IT) strategy and its implementation • Programme and project management • Customer service • Adequacy of key systems • Business continuity/disaster recovery 	6F National Intelligence Model (NIM) <ul style="list-style-type: none"> • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas
7 Leadership and Direction		
7A Leadership <ul style="list-style-type: none"> • Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce • Effectiveness of succession planning • Promotion of corporacy 	7B Performance Management and Continuous Improvement <ul style="list-style-type: none"> • Effective performance management structures and processes at all levels • Quality and timeliness of performance/management information • Internal inspection/audit/quality assurance (QA) systems • Effectiveness of joint force/police authority best value reviews (BVRs) 	

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Force Overview and Context

Lancashire has a population of 1.4 million. The minority ethnic population constitutes about 6.6% and has significantly increased since the last census. The six basic command units (BCUs) are in line with district councils, unitary authorities and crime and disorder reduction partnerships (CDRPs).

Force objectives for 2006/07 are to reassure the public, particularly those who are vulnerable, and to reduce and investigate crime, particularly those offences that are of concern to the public.

Major achievements include the constabulary being graded Green in every area of the national readiness assessment for neighbourhood policing. The Crime and Disorder Act has been used extensively to progress action against offenders through Anti-Social Behaviour Orders (ASBOs) and partnerships. Premises considered a nuisance to the community through association with Class A drug activity have been closed, and a successful campaign has been run to focus on the crime that often results from excessive drinking.

Future challenges include curbing the use of violence in the enforcement of drugs markets, particularly the criminal use of firearms, witness intimidation and assaults. Intelligence gaps need to be addressed in illegal immigration and the laundering of the proceeds of organised immigration crime, as well as the production and distribution of false and counterfeit identity documents. There is also a growing demand to support partner organisations, particularly the Serious Organised Crime Agency.

Geographical Description of Force Area

Lancashire Constabulary is responsible for policing the county of Lancashire which covers an area of 2,000 square miles. The county is a mixture of rural and urban communities, with 124 miles of coastline and four major conurbations in Blackburn, Blackpool, Preston and Burnley. Preston is Lancashire's administrative capital and also home to the University of Central Lancashire, the UK's seventh largest university.

The constabulary shares its boundaries with five police forces: Cumbria, North Yorkshire, West Yorkshire, Greater Manchester and Merseyside. The county has a significant transportation network, with five major motorway links, namely the M6, M61, M55, M58 and the M65. It accommodates the busy ports of Heysham and Fleetwood, together with the main West Coast railway line. There has also been a steady increase in air traffic, with the expansion of Blackpool Airport.

Demographic Description of Force Area

Lancashire's resident population is approximately 1.4 million with an estimated 40,000 people travelling into Lancashire each day to work. The minority ethnic population constitutes about 6.6% and has significantly increased since the last census in 2001. This minority ethnic population, predominantly Asian, is clustered around the old mill towns in East Lancashire and Preston. Blackburn and Darwen has one of the highest ethnic populations (22.1%) outside London.

Inclusion of the eastern bloc countries in the European Community and the generally increased mobility of labour have given citizens greater freedom to migrate. In line with many other forces, Lancashire is experiencing a steady increase in the number of asylum seekers and the constabulary will continue to work with the Immigration Services to address any issues that may arise.

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Lancashire has a strong and diverse economic base, underpinned by a long urban and industrial tradition. Every year, tourism brings an influx of visitors to resorts along the Fylde coast and to the Pennine foothills. There is a strong possibility that the major overhaul of the gambling laws will result in Blackpool becoming a Las Vegas-style resort by the end of the decade. This will bring benefits to the area in terms of development, business and prosperity. It will also have implications for policing with an increase in visitors and a change in the profile of the resort. The Blackpool Unitary Authority's 'Master Plan' is supported by the constabulary.

Structural Description of Force including Staff Changes at Chief Officer Level

The constabulary's former Chief Constable was appointed Deputy Commissioner of the Metropolitan Police in February 2005 and the Acting Deputy Chief Constable (DCC) has been appointed to West Yorkshire Police. For the past year, Acting Chief Constable Steve Finnigan has headed the chief officer team. As a result of the Home Secretary's national police force restructuring proposals, chief officer (ACPO) appointments have been restricted and, with the exception of the Director of Resources and the ACC (operations) the remainder of the chief officer team are currently acting ranks, ie acting Chief Constable, acting DCC and acting ACC (criminal justice and standards).

Lancashire Constabulary employs 3,609 police officers, 1,920 police staff, 363 special constables, 186 police community support officers (PCSOs) and 538 volunteers. The constabulary has agreed to take the extra PCSOs financed from the National Neighbourhood Policing Fund and a further 448 will be recruited. A total of 22.7% of police officers are female and 2.6% of officers are from a minority ethnic background.

The constabulary has a highly devolved structure to deliver a locally focused, intelligence-led, problem-solving style of policing. Budgets have been fully devolved for six years and BCUs and departments develop their policing plans in full knowledge of the financial constraints, budgetary arrangements and staffing structures they will operate within (85% of the budget is devolved). Only those budgets that require central control, such as capital financing, pensions, etc are retained at the centre. There has been a deliberate thrust to deploy maximum resources to front-line policing, with headquarters departments becoming leaner and more efficient. The six territorial BCUs are coterminous with the district councils, the two unitary authorities and CDRPs.

Roads policing units (RPUs) are fully devolved to BCUs under the control and direction of each divisional commander. The constabulary has a centralised motorway unit, accident investigation unit, and motorway automatic number plate recognition (ANHPR) team. These resources support divisional activity through level 2 tasking.

The operations division (G division) is an amalgam of the headquarters based operational departments and has BCU status within the organisation. It includes all the protective services and specialist resources such as air support unit, mounted branch and underwater search. The division supports the constabulary and BCU priorities through centrally co-ordinated tactical tasking level 2 tactical tasking and co-ordination group (TTCCG). Within the department, the operations support services co-ordinate all specialist resources across the constabulary to provide assistance to territorial BCUs. This could include detectives for murder enquiries, level 1 support unit officers, drugs/explosives dogs and missing-from-home managers/police search advisors (POLSAs).

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Strategic Priorities

All chief officers and BCU commanders sit on the level 2 strategic tasking and co-ordination group (STCG), ensuring a close link between operational intelligence products and performance. Policy and strategy are determined at the STCG.

The policing objectives for 2006/07 are:

- To reassure the public, particularly those who are vulnerable (giving emphasis to accessibility and visibility; anti-social behaviour (ASB), including alcohol-related; diversifying our workforce; equitable service delivery; positive engagement with young people; road safety; safer environments; and support of victims and witnesses).
- To reduce and investigate crime, particularly those offences that are of concern to the public (giving emphasis to acquisitive crime including domestic burglary, street crime, vehicle crime; counterterrorism; crimes arising from prejudice (hate crime); crimes associated with Class A drugs; offences brought to justice; serious and organised crime; violent crime including domestic violence).

Strategic organisational priorities for the constabulary are neighbourhood policing, diversity, workforce modernisation, quality of service and compliance with the Bichard recommendations/IMPACT programme.

Impact of Workforce Modernisation and Strategic Force Development

Lancashire has recently completed a significant project in the area of workforce modernisation which examined, among other issues, the roles of and relationship between police officers and police staff. In recent times the constabulary has made significant investment in the process of civilianisation and modernisation, such that members of police staff now undertake a range of highly specialised functions and occupy an increasing number of senior leadership posts.

The constabulary has also been particularly successful in the implementation of its neighbourhood policing model and is the only force in the country to have been awarded an Excellent rating in the HMIC baseline assessment.

The workforce modernisation best value review (BVR) identified an opportunity to increase policing capacity by reconfiguring geographic response teams through the introduction of community support officers (CSOs) in a limited response function. Subject to suitable funding from the Home Office, the constabulary is considering testing an initiative at two pilot sites over a two-year period. A similar exercise at Bexley BCU resulted in a saving of 25% in response officer time.

The conclusion of the review is that workforce modernisation presents an opportunity to adopt an integrated approach which challenges traditional resource allocation, including that relating to front-line service delivery, as well as examining new ways of working. It also presents opportunities to enhance workforce diversity, and to involve police staff at all grades on equal terms to police officers.

Policing in Lancashire is fundamentally about the delivery of an effective high quality policing service to communities, underpinned by a costed police resourcing framework that enables the constabulary to plan for and meet future challenges. The workforce modernisation agenda will support forces in gaining the maximum advantage from flexible use of the extended police family, including designation of staff under the Police Reform Act such as special constables, PCSOs, volunteers, accredited staff, wardens and community members.

Major Achievements

The level 2 assessment of all forces (O'Connor report) rated Lancashire third overall, after the Metropolitan Police Service and Greater Manchester Police, and higher than forces with greater capacity in terms of resources.

In July 2005, the constabulary underwent the national readiness assessment for neighbourhood policing, was graded Green in every area, and is seen as the national leader in this area.

The Crime and Disorder Act has been used extensively in Lancashire to progress action against offenders through ASBOs and partnerships. From April 1999 to December 2004, 180 ASBOs were issued in Lancashire, the fifth highest in the country.

Across the county, premises considered a nuisance to the community are being closed down permanently. These premises have all been identified as being associated with Class A drug activity and, since April 2005, the constabulary has been responsible for closing down 45 problem premises, making effective use of the new closure order legislation.

In Lancashire, alcohol is a factor in at least 27% of violent crime, and violent crime in licensed premises accounts for 14% of all violent offences. Running throughout June, July and August 2005, Operation Summer Nights focused on the negative actions and crime that often results from excessive alcohol. At the heart of the campaign was the theme of 'Respect', aiming to let people know that alcohol-fuelled bad behaviour was not acceptable. The operation had a dramatic effect on violent crime figures, which fell by 13% across the county compared with the same period in the previous year. The operation was launched again in May 2006.

Major Challenges for the Future

The use of violence in the enforcement of drugs markets continues to be a concern; in particular criminal use of firearms, witness intimidation and assaults. New methods of quickly disposing of stolen property, such as eBay, mean that increases in property crime will remain a threat, particularly in terms of expensive products such as GIS systems, I-pods and MP3 players, which will be a likely target for the thief.

Further research and intelligence is needed into illegal immigrants, money transfer and laundering of the proceeds of organised immigration crime, as well as the production and distribution of false and counterfeit identity documents. The physical movement of money through ports is an emerging issue for coastal forces. A commitment has been made by the level 2 STCG to address these intelligence gaps.

It is widely accepted that there is a new age of global terrorism. Terrorists are committing mass murder on a frequent basis across the world, utilising ever-increasing indiscriminate violence. The UK has already been targeted for such atrocities and continues to be identified as one of the top targets. Lancashire has been identified as a significant risk where terrorists are actively involved in planning and supporting terrorist activity. The ramifications of this threat are present and enduring. Since 2003, the Lancashire Constabulary has engaged in an unprecedented number of operations where terrorist suspects have been arrested or disrupted.

The tragic events of 5 February 2004 when 23 people lost their lives on the sands of Morecambe Bay (Operation Lund) serve to reinforce the need for the constabulary to maintain its capability to provide the expertise and resources needed to professionally and

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sensitively manage major disasters and the complex investigations which follow. To the credit of the investigation team, on Friday 24 March 2006, after one of the most protracted and complicated trials in recent history, a successful result was secured.

The Civil Contingencies Act will bring about a major change for the police service in placing on it statutory duties as category 1 responders. This is perceived by the constabulary as an area of strength and it is well positioned to cope with the relevant aspects of the Act.

There is also a growing demand to support partner organisations. As ACPO noted in a recent strategic assessment, the Serious Organised Crime Agency (SOCA) will require increased assistance and intelligence from forces in order to successfully combat serious organised crime. Operation Reflex will provide funding for police forces only until March 2008, after which this work should be absorbed into the regular work of forces. The cost of expert services is increasing ahead of inflation, eg forensics at 8% per annum. HMIC's Closing the Gap report estimates a rise in forensic costs from £34 million in 1990 to a predicted £200 million in 2006/07.

The IMPACT programme is a mission-critical programme to deliver improvements in the way that the police service manages and shares intelligence and operational information. To ensure these benefits are delivered, forces will need to dedicate greater resources to enforcement targeted against those offenders flagged by IMPACT.

In summary, all the evidence from the level 2 assessments by HMIC (O'Connor) and from HMIC baseline assessments indicate that Lancashire, as it stands, has a high standard of performance and is one of the best forces in the country, and that it uses its current resources effectively but, to make a greater impact, it needs more capacity.

Moreover, demographic influences such as unemployment and an ageing population have placed growing demands on public finances, and the police service has increasingly had to compete with other services, such as Health and Social Services, for resources from a perpetually shrinking budget.

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Summary of Judgements	Grade	Direction of Travel
Citizen Focus		
Fairness and Equality in Service Delivery	Good	Stable
Neighbourhood Policing and Problem Solving	Excellent	Improved
Customer Service and Accessibility	Good	Stable
Professional Standards	Good	Not Graded
Reducing Crime		
Volume Crime Reduction	Good	Improved
Investigating Crime		
Managing Critical Incidents and Major Crime	Good	Improved
Tackling Serious and Organised Criminality	Good	Improved
Volume Crime Investigation	Excellent	Improved
Improving Forensic Performance	Excellent	Stable
Criminal Justice Processes	Excellent	Improved
Promoting Safety		
Reducing Anti-Social Behaviour	Good	Improved
Protecting Vulnerable People	Fair	Declined
Providing Assistance		
Contact Management	Good	Stable
Providing Specialist Operational Support	Good	Stable
Strategic Roads Policing	Good	Stable
Resource Use		
Human Resource Management	Good	Stable
Training, Development and Organisational Learning	Good	Improved
Race and Diversity	Good	Improved
Managing Financial and Physical Resources	Excellent	Stable
Information Management	Excellent	Stable
National Intelligence Model	Excellent	Improved
Leadership and Direction		
Leadership	Excellent	Not Graded
Performance Management and Continuous Improvement	Excellent	Improved

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1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

The constabulary continues to focus on fairness and equality issues, with the chief officer team committed to delivering high quality services. The last year has seen the constabulary continue to deal effectively with hate crime, with experienced teams investigating crimes and supporting victims and communities and with third party reporting extended with the adoption of the True Vision scheme.

The policing objectives for 2006/07 include reassuring the public, particularly those who are vulnerable (giving emphasis to accessibility and visibility; diversifying our workforce; equitable service delivery; positive engagement with young people; safer environments; and support of victims and witnesses).

Each territorial division and headquarters has an independent advisory group (IAG). These are now four years old, and they were used extensively during the year, with the events of July providing real challenges.

A diversity unit has been established that has produced a race equality scheme (RES), the Blue Band report, which is piloting an impact assessment tool and co-ordinates the race equality programme.

The constabulary has built on a firm foundation of work over the past ten years. The RES and the integration of diversity into the structure of service delivery within the constabulary are now well established. The equitability of service delivery is demonstrated in the stop and account data which shows there was no disproportionality. Police and Criminal Evidence Act 1984 (PACE) stop and searches that resulted in an arrest also showed no significant disproportionality.

The business of diversity is built into the infrastructure of the constabulary with diversity being a standing item on the tactical and strategic tasking and co-ordination meetings. The corporate development department leads performance management and monthly updates on performance are presented at these meetings to drive performance in all the areas of service delivery with respect to diversity. Where there are areas of improvement these are addressed at the meetings, and in addition diversity performance is also addressed at the quarterly performance reviews held with the divisional and departmental senior management teams (SMTs).

Strengths

- The Chief Constable has demonstrated a strong personal commitment to the area of fairness and equality which is recognised throughout the organisation. The DCC has

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led on the development of the new diversity strategy which provides an excellent framework for the progression of diversity issues within the constabulary. The ACC (operations) carries out quarterly performance reviews of all divisions and departments at which diversity is a standing item.

- To support the drafting and implementation of the diversity strategy, a diversity unit comprising a superintendent, inspector, two sergeants, researcher, administration support, volunteer and a PCSO has been formed.
- The constabulary has shown creativity and initiative in this area which has been rewarded; it won a Police Race Action Net Award for an innovative recruitment process; Western division was nominated for a Community Service Volunteer Award (a scheme supported by the Home Office); under the 'most inclusive activity' section for work with the LGBT (lesbian, gay, bisexual and transgender) community eight staff members were nominated for the annual British Association of Women in Policing (BAWP) Awards.
- The constabulary's Blue Band report is a product from the RES, showing annual progress. This role involves regional meetings where good practice is shared. The constabulary discusses service delivery stemming from the RES in a number of forums where interventions are made, including the STCG; community and race relations strategic steering group where BCU commanders and diversity champions account for their performance (this work is witnessed by independent advisers and others who play a significant part in challenging performance, policies and procedures); diversity champions; and quarterly performance reviews. The constabulary has recently started using divisional IAGs to scrutinise local stops data (currently stop/search data but to be extended to cover stop/account), a process that also involves the police authority.
- The constabulary has piloted a diversity impact assessment tool, with the aim of reviewing all key areas for race and then extending to other areas of diversity using the same assessment tool. All policies that require impact assessment under the Race Relations Amendment Act are taken through consultation via the IAG structure.
- The constabulary links in with the police national diversity team (PNDT), passing on good practice when requested, and members of the diversity unit have visited the PNDT in London to receive briefings. The diversity excellence model has been used in the Northern division with other divisions using the European Foundation for Quality Management (EFQM) to collect data on diversity issues.
- The professional standards department has commissioned an external consultant to research the disproportionately high number of complaints made against black and minority ethnic (BME) officers.
- The constabulary utilises the expertise of the headquarters IAG to review proposed policies, with headquarters and divisional IAGs consulted on a range of issues including changes to ASBOs, the RES, Blue Band report and the diversity strategy.
- The constabulary has produced a corporate communications plan, and diversity is a key theme running through it. The RES was publicised internally and externally with a specialist leaflet, and all corporate pamphlets now have contact details for the constabulary in a range of commonly used languages. The RES, the Blue Band report and other documents are also available on the diversity unit intranet and internet sites.
- There is a comprehensive performance management framework for hate-crime investigation. The constabulary has a robust method of audit for checking that all calls

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reporting hate crimes are recorded. Once recorded, the crimes receive 'flags' that ensure they are scrutinised by specialist officers. There are 90% targets for further investigation of racist and homophobic incidents that have been reached and sustained over an extended period. Eastern division has carried out qualitative research with victims of race crime in partnership with the local CDRP that determined the level of satisfaction of the way victims were dealt with, enabling the division to set a target to increase that level of satisfaction during the next strategy period.

- To standardise the approach and investigation of hate crimes, a hate-crime pack has been designed and piloted in Pennine division. These packs are being introduced across the Constabulary.
- The constabulary is compliant with the Disability Discrimination Act and specific funding has been secured from Lancashire Social Services to employ a CSO to deal with disability and sensory impairment.
- Feedback received from the Probation Service highlighted personal intervention from the Chief Constable to assist the service to develop its own diversity agenda. A Probation Service ACO expressed astonishment at the speed and effectiveness of the response of the constabulary in respect of the placement of a probation officer within organisation.
- Members of staff within the specialist operations unit highlighted that race and diversity is a key issue for the Chief Constable, who is taking a positive lead. There is a strong awareness of the central team headed by a superintendent.
- The percentage of racially or religiously aggravated offences detected increased during 2005/06 and was significantly above the most similar force (MSF) average. The percentage of violence against the person offences detected, for both BME and white victims, was significantly higher than the MSF average. The difference in the detection rates was lower than the MSF average.

Work in Progress

- While the work carried out by divisions in recording and investigating hate crime is of a high standard, the constabulary needs to rewrite the hate-crime policy and procedures for greater clarity and to fall in line with the ACPO hate-crime policy.
- The constabulary, in partnership with a local provider, is currently designing a programme to deal with race crime offenders, as part of a conditional cautioning scheme.

Areas for Improvement

- The constabulary has recognised that disproportionality on stop/search/Home Office road traffic forms (HORT1s) etc can be further improved and has commissioned specific research to investigate matters further.
- The percentage of victims of racist incidents satisfied with overall service provided is lower than the MSF average. In respect of hate crime the number of racially or religiously aggravated offences increased in 2005/06 and latest data shows performance worse than the MSF average.

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1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Position

Neighbourhood policing is a national programme and its expectations are based on national research. This framework is different to other frameworks because the grade awarded reflects the constabulary's ability to progressively roll out neighbourhood policing, year on year, until its implementation date of April 2007. This focus on programme delivery, and the need for continual improvement, is reflected in the grades. Therefore, it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an improved direction of travel where forces are actively progressing implementation, have improved their performance and allocated significant resources to deliver neighbourhood policing. As a result, most forces have an improved direction of travel. However, this assessment has also highlighted the significant demands of the neighbourhood policing programme and the vulnerability of some forces who are failing to maintain the pace of implementation.

Contextual Factors

Community engagement is one of the five legs of the Chief Constable's Ambition. The Chief Constable sits on the national neighbourhood policing programme board and chairs the ACPO quality and standards committee, and has played a key role in developing the national performance framework for neighbourhood policing, which is to be trialled in a number of forces including Lancashire. The ACC (operations) is the neighbourhood policing programme director and leads on the rollout across the constabulary.

The constabulary's commitment is in line with the Chief Constable's interrelated priorities of developing neighbourhood policing, quality of service and diversity. Clear strong leadership and structured governance arrangements are in place from the strategic to the tactical level. Early identification by the constabulary of the importance of neighbourhood policing and involvement in the national reassurance policing pilot was followed by a programme of continuous development in this area including a sustained communications strategy, which influenced perceptions within the organisation, among partners and stakeholders. The ACC (operations) personally delivered presentations on neighbourhood policing to over 700 members of staff.

The constabulary approach to neighbourhood policing is about ensuring effective response and appropriate levels of intervention to tackle locally identified priorities through problem-solving techniques. Collaborative problem solving has been established at the neighbourhood level through the police and communities together (PACT) process. The police, public and/or partners can be tasked with activities to address local priorities. Where appropriate, problem profiles or problem-orientated policing (POP) initiatives are developed. Activity against problem profiles and POP initiatives is managed on the briefing and tasking system SLEUTH.

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Lancashire has rolled out neighbourhood policing to the six territorial BCUs in line with the ten principles contained within the National Centre for Policing Excellence (NCPE) practice advice. The constabulary has outlined its aim of ensuring that local people have access to policing services; that they are able to influence policing priorities; that interventions are undertaken with partners to tackle identified priorities; and that people are kept informed of the actions the constabulary and its partners have taken.

The constabulary has developed engagement processes with local communities to ensure that local people are able to access policing services. To help achieve this, the constabulary has ensured that members of the neighbourhood policing teams (NHPTs), mainly the community beat managers (CBMs) and CSOs, are known within the neighbourhoods they police, are accessible and visible.

A countywide strategic crime reduction board is chaired by the Chief Executive of West Lancashire District Council and attended by the ACC (operations), divisional commanders and executive level partner agency representatives. These include district councils, British Transport Police, Fire and Rescue, Probation Service, Prison Service, Strategic Health Authority, Lancashire Care NHS Trust, Government Office North West (GONW), youth offending teams (YOTs) and the Local Criminal Justice Board (LCJB).

In addition, a meeting (reporting to the strategic crime reduction board) has been established between the chair of that meeting, the ACC and constabulary-wide CDRP chairs to help co-ordinate and consistently drive forward strategic community safety/community engagement issues. This provides considerable support and guidance to both divisional commanders and local community safety partnerships, and helps remove uncertainties and concerns particularly in respect of 'safer and stronger communities' and specifically, impending changes to financial arrangements and local area agreements.

Divisional commanders attend/chair local CDRP meetings and engage with partners to develop a co-ordinated neighbourhood agenda. The Chief Constable and the DCC have developed support with local authority chief executives for neighbourhood policing.

Quality of service, communications and neighbourhood policing have all been brought under the banner of corporate development to ensure a coherent approach to development in all of these areas. At divisional level, there are documented plans for the delivery of neighbourhood policing, which are contained in the programme implementation plan.

There is a constabulary-wide mission statement for neighbourhood policing, which provides a clear definition. Promotional material clearly identifies neighbourhood policing as part of mainstream policing activity.

There are various local authority-based contact points and the constabulary intends to develop a single non-emergency number (SNEN) within Wave 2 which will ultimately drive forward issues around multi-agency contact.

Lancashire was the first police force in the country to establish an accreditation scheme to accredit local authority wardens. Wardens have undergone training provided by the police and frequently attend national intelligence model (NIM) tasking meetings. In this way they are directed and co-ordinated with police activity. The constabulary continues to develop the extended family. At the time of assessment the scheme included 71 accredited persons and ten organisations. Of these, Lancashire Fire and Rescue personnel are the latest to be accredited.

Across Lancashire, there are neighbourhood management schemes in existence (eg Blackpool/Burnley/Blackburn and Lancaster divisions) at varying levels of development. The

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approach taken by the constabulary, led by the Chief Constable, is to focus on providing joint partner/police activity at a local level through neighbourhood management schemes, enabling a multi-agency approach to tackling identified local priorities. Critical to partnership working is the view of chief officers and divisional commanders to facilitate the tasking, where appropriate, of police resources through neighbourhood managers, thus ensuring key local policing resources are used to support the wider delivery of services.

Strengths

- The constabulary has enhanced its engagement processes through PACT, ensuring that members of the NHPTs hold regular public meetings and actively seek every opportunity to engage the public to encourage them to identify those signal crimes and disorders that have a disproportionate impact on them.
- The constabulary has developed multi-agency tasking processes at neighbourhood/ward level, which are NIM-compliant, and ensure that locally identified priorities received appropriate levels of intervention, either through the police, partners or the public themselves being tasked with activities. Problem solving is the key to effectively tackling the priorities.
- A constabulary-wide delivery model has been developed which has been communicated to all NHPT staff.
- To ensure engagement with communities, the constabulary has introduced 242 NHPTs who provide policing services to the 986 neighbourhoods that have been identified and prioritised across Lancashire. The constabulary has also worked with partners to identify priority neighbourhoods which suffer higher levels of anti social behaviour and deprivation as well as crime and other incidents. The teams comprise CBMs, CSOs, neighbourhood response officers, special constables, volunteers, neighbourhood watch co-ordinators and, where applicable, accredited persons. The constabulary worked with partners to define neighbourhoods and priority neighbourhoods using the multi-agency data exchange (MADE).
- The constabulary is keen to ensure local people receive a citizen-focused policing service and is keen to increase the number of CSOs dedicated to local communities. It has therefore bid for additional CSO posts under the Neighbourhood Policing Fund. In addition, staff across the constabulary have been, and continue to be, briefed about their role within neighbourhood policing (eg communications room staff).
- Response officers are known as neighbourhood response officers and have designated areas to police when not engaged responding to operational incidents. This gives them an identity within the neighbourhood policing model and ensures they have ownership of problems, helping CBMs, PCSOs and special constables with PACT priorities. Similarly, response sergeants are known as neighbourhood response sergeants and are designated to the NHPTs in support of the community sergeants.
- Pennine division is the Lancashire Constabulary pathfinder BCU for neighbourhood policing and has been graded Green (ready) in all of the strategic themes of the NCPE neighbourhood policing readiness assessment, which includes the ten NCPE neighbourhood policing practice advice principles. The structure of the readiness assessment of the pathfinder BCU was used by the constabulary to assess the position of the remaining five divisions.

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- There exists a strong programme management framework, with identifiable and visible leadership. Divisional commanders attend the constabulary level programme board, which also includes the police authority as well as partnership representation. A programme manager of chief inspector rank has been appointed for the constabulary as well as for the pathfinder division. The constabulary programme manager has previously managed high profile multi-agency projects and has been the divisional implementation manager at one of the national reassurance policing programme (NRPP) trial sites.
- Project management structures are in place for constabulary-wide implementation of neighbourhood policing, with clear governance, goals and delivery model. A constabulary-wide guide for the delivery of neighbourhood policing outlines how citizen focused policing will be delivered through neighbourhood policing.
- Neighbourhood policing is included in the quarterly performance reviews conducted by the ACC (operations) within divisions and is included within the performance development review (PDR) of the ACC (operations) and divisional and departmental commanders. Performance against PACT priorities are monitored on a monthly basis by local people as well as by NHPT sergeants, geographic inspectors and divisional management teams. TORA, which is an individual performance management tool, has been developed to monitor the performance of all staff across the constabulary including NHPT members. TORA enables daily measurement of performance against anti social behaviour and public service agreement (PSA) crimes.
- There is clear evidence of strong connections between departments where developing neighbourhood policing has been placed at the centre of their business. Evidence was provided of the significant contributions to the development of neighbourhood policing made by intelligence, performance management, quality of service management, consultation and engagement processes, communications, training, human resource (HR), information and communications technology (ICT) and estates management.
- The constabulary adheres to the principles of the NIM within its neighbourhood policing structures. The PACT community engagement framework links to intelligence systems by receiving processed information and feeding back community intelligence and priorities.
- PACT meetings allow the public to identify local priorities on a monthly basis for NHPTs including the partnership neighbourhood management teams that are being developed across the constabulary. The PACT process also effectively allows the public to hold the NHPT accountable for delivery against the priorities. There is a level of tasking which takes place at the local neighbourhood level influenced by the PACT framework managed locally by CBMs. Significant issues are referred to level 1 tasking. Information and priorities from CDRPs are handled in the same way. This strengthens the bottom-up flow of intelligence influencing operational design at level 2 and beyond.
- Criminal damage and anti social behaviour appears in the constabulary control strategy as a priority for each of the six territorial divisions, and has also been approved by the STCG as a priority at level 2.
- PACT arrangements are being put in place as a development of existing consultative arrangements with non-geographic communities. Examples include the LGBT communities' PACT in Western division, the Asian Women's Forum and the young persons' PACT.

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- Operation Nimrod has been in existence for four years and is a co-ordinated constabulary response bringing together elements of local and constabulary level operational resources to deal with neighbourhood problems. Information from communities is fed through the PACT process into the TCG structure. Resources are deployed to develop intelligence, followed by a co-ordinated and assertive intervention aimed at achieving real benefits for the community. The effort is backed up by comprehensive marketing activity to optimise reassurance benefits, to the extent that members of the community have, on occasion, had a direct involvement in operations. Many of the Nimrod initiatives target drugs markets, and funds recovered through the use of Proceeds of Crime Act 2004 (POCA) legislation is fed back into the process including the purchase of public awareness material. Partnership involvement is in evidence to help manage the community safety and criminal justice issues.
- Work is being undertaken to connect counterterrorism with neighbourhood policing 'raising the community antennae'. The constabulary has created two new posts of briefing officers within Special Branch to raise awareness of the issue of counterterrorism and domestic extremism within the neighbourhood policing environment, and to increase capability for effective impact assessment around the management of major and critical incidents.
- Community impact assessments are completed for all critical incidents including community based concerns. In the wake of the London bombings, specific work was done around assessing the reverberations on minority communities.
- The SLEUTH computer tool provides an interface to the NIM including details of PACT priorities. This information is available to all members of staff including those working in contact management who are therefore able to assess the significance of calls for assistance and information received from members of different communities.
- The constabulary has a long tradition of problem solving. All front-line members of staff receive training in POP as part of their basic training. The constabulary has a POP database which is an electronic warehouse containing examples of good practice in relation to problem solving. Members of staff are able to access the database to identify good examples of problem solving to assist them, the public and partners in tackling local priorities.
- Partners, the public and police officers are involved in problem solving at ward level to tackle locally identified priorities. To record and monitor this activity, the EPIC X PPP documentation was developed in Lancashire and is being introduced constabulary-wide. This document has been acknowledged as innovative good practice within the Home Office evaluation of the NRPP.
- There has been significant development by the constabulary around the workforce modernisation agenda. CBMs are supplemented in neighbourhoods by 189 PCSOs, 549 volunteers, of whom 260 are aligned to neighbourhood teams, 366 special constables, and 71 accredited persons including 25 within the Fire and Rescue Service. The constabulary is using finance from the neighbourhood policing fund to recruit an additional 236 PCSOs in 2006/07 and a further 212 the following year. Some volunteers have been deployed in communications centres specifically to re-contact victims of crime. Investments have been made in vetting processes and training to accommodate these developments. Neighbourhood policing role specifications and deployment guidelines for CBMs, PCSOs, volunteers and special constables are being developed.

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- There are 1,510 neighbourhood watch schemes in Lancashire and the co-ordinators of these schemes are currently being aligned to NHPTs. A presentation has been delivered to 250 neighbourhood watch members outlining how the scheme supports neighbourhood policing.
- As part of the delivery of neighbourhood policing, every CBM and PCSO has been required to develop key individual networks (KIN), with each network comprising at least ten people. This requirement was reinforced during the neighbourhood policing road shows and divisional workshops at which the need to develop local engagement with key people was underlined. In two divisions, an email-based E-KIN has been established. NHPTs utilise KINs as one of the monthly collection processes to identify PACT priorities. In addition, KINs are recognised as facilitating greater engagement and communication with local communities. For example Pennine BCU has 700 KIN members ranging across a number of key social groups.
- The constabulary has increased the accessibility and visibility of its neighbourhood resources by adopting an estates strategy which involves the acquisition of premises in local areas. CBMs were tasked to identify suitable sites, and opportunities were balanced against cost. The constabulary focused on the priority neighbourhoods initially and at this time 43 non-police premises are being utilised by neighbourhood teams, some shared with staff from partnership agencies.
- A specific HR strategy has not been developed for neighbourhood policing, as it is part of mainstream HR activity. To evidence this commitment, application forms for police officers, PCSOs, community volunteers and the Special Constabulary all include direct reference to the central importance of neighbourhood policing.
- The main priority of the Lancashire Constabulary ICT department is to develop business processes which enable neighbourhood policing, particularly at remote sites. The constabulary has increased the accessibility and visibility of policing services through its mobile data project. There are currently 330 personal digital assistants (PDAs) and 65 mobile data terminals (MDTs) deployed on a trial basis and evaluated through the use of activity based costing aligned to Airwaves status codes. Significant facilities are available to enable staff to access key information outside of the police station, for example missing-from-home updates. Over the next 12 months there will be full rollout to all CBMs and PCSOs, together with 24 MDTs to each division.
- A training needs analysis for delivering neighbourhood policing has been developed with bespoke training packages for key areas of activity. Specific training workshops have been given to CBMs and PCSOs across the constabulary to ensure they are aware of their roles. All new recruits to the constabulary receive training on neighbourhood policing. Joint training on neighbourhood policing and POP involving partners has taken place in a number of divisions.
- Media training has been given to relevant neighbourhood policing staff helping them to be confident when addressing the media, to maintain appropriate corporate standards and to ensure opportunities are taken to promote good work and inform both the public and staff internally of intended developments.
- Communication to the public includes the development of a website which includes the facility for neighbourhood web pages to be maintained by neighbourhood teams. Future developments for the communication strategy will include more effective monitoring of the implementation of different aspects of the strategy and proper evaluation of impact on target groups.

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- The constabulary has a rewards policy in place, which is used to recognise the achievements of NHPT members and all staff. The constabulary also has a volunteer reward and recognition policy. Divisions recognise NHPT members through divisional commanders' commendations.
- A number of volunteers have been nominated for the new Ferrers Award for volunteers and three volunteers were nominated for recognition in the New Years Honours List. The police authority has recognised neighbourhood staff in a recent award ceremony. A special constable has received an MBE for contributions made to the community.
- The development of neighbourhood policing is accompanied by an associated internal and external communication strategy tailored to the requirements of each stage of implementation. A wide range of media is employed. The next stage will aim to achieve a greater level of penetration in public awareness.
- As far as possible the constabulary is using existing interventions to get the message across and is also taking advantage of the opportunities presented by devolved structures and relationships with partners. For example, Burnley Borough Council's media department works with the Pennine division public relations manager to produce newsletters which identify to the public key elements of neighbourhood policing and the positive implications for them.
- Briefings have been given to partner agencies including the fire and rescue service, IAGs, and community safety networks. All divisions have also delivered presentations to local partners, including local authorities and CDRPs as well as residents associations and community groups.
- The percentage satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions (RTCs) with respect to making contact with the police, action taken by the police, and being kept informed of progress and with respect to the overall service provided were all above or in line with the MSF average.
- The British Crime Survey (BCS) shows that the percentage of people who think their local police do a good job in Lancashire is higher than the MSF average. Using the BCS the perceptions of anti social behaviour in Lancashire is lower than the MSF average.

Work in Progress

- The constabulary will continue to support the development of neighbourhood management schemes across Lancashire, with staff working as part of the local multi-agency teams.

Areas for Improvement

- Using the BCS data the risk of personal crime/household crime are both higher in Lancashire than the MSF average, although latest data shows improvement for both indicators.

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BEST PRACTICE

TITLE: Neighbourhood Policing and the National Intelligence Model

PROBLEM: Lancashire Constabulary has developed a vision of neighbourhood policing to create confident, safer and secure neighbourhoods where, by working with local people and partner agencies, the Constabulary is able to provide local communities with:

- Access to policing services through a named point of contact;
- Influence over policing priorities;
- Interventions with partners and the public to tackle identified priorities and
- Answers, ensuring sustainable solutions are developed and feedback given to local people.

SOLUTION: In order to achieve this, the Constabulary has developed a simple yet highly effective process to ensure that the delivery of Neighbourhood Policing is fully integrated with the National Intelligence Model.

The Constabulary has developed tasking and co-ordinating meetings at ward/neighbourhood level, involving the public, partners and the police to tackle priorities identified by local people. On a monthly basis, Police And Communities Together (PACT) public meetings are held across the Constabulary. At these meetings local people have the opportunity to identify individual or community concerns. This is supplemented by information and intelligence brought to the meeting by local officers as a result of a month long collection process. All the relevant issues are discussed and considered. Following that meeting, a Multi-Agency Group (PACT Panel) convenes to identify 3 priorities for that area for the following month. The Panel consists of community representatives, local partner agencies and police. Once the priorities are identified appropriate individuals or organisations (including the public) are tasked with activities. The results of this tasking process are reported back to the next PACT meeting.

Activities which can be resolved locally (the vast majority) are "actioned" immediately. However, where the priority requires additional/specialist resources, requests can be submitted to the Basic Command Unit, Tasking & Co-ordinating Group meeting or to the Crime

Reduction Partnership tactical delivery groups for support. One example relates to Level 2 resources being deployed against a PACT priority, concerning the need to tackle open drug markets. Following an intelligence gathering process, an intensive surveillance and test purchase operation, under the auspices of Operation Nimrod, began. As a result, a significant number of arrests for drug offences were made. This operation was instigated by the local community who raised their concerns and subsequently witnessed the results. A number of the local community were taken along on the strike day to observe the entry and arrest teams. A DVD giving an overview of the operation was then produced to be played at local meetings. This process provides tangible evidence that local people are able to influence policing and partner priorities.

OUTCOME(S): Lancashire Constabulary has received many visits from other police forces who have been signposted there by national organisations such as Her Majesty's Inspectorate of Constabulary and National Centre for Policing Excellence. The demand for such visits is such that the Constabulary have had to consolidate all visits into one day a month where a number of forces attend together.

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FORCE CONTACT: D/Supt Tim Jacques (Head of Force Intelligence Unit) and Chief Inspector Bill McMahon – Neighbourhood Policing Programme Manager

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1C Customer Service and Accessibility

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

Neighbourhood policing, the 'Quality Counts' programme and contact management have all been brought under the corporate development banner to accommodate the clear relationships between these areas. At the same time the constabulary is developing citizen focus by process mapping contact with the public and overlaying a performance management structure. An extensive survey framework is being designed to provide performance information on quality issues and ICT management information system tools are being developed to incorporate this information.

Quality of service is a key strategic priority and the 'Quality Counts' programme is the mechanism for delivery incorporating the standards embodied in HMIC's First Contact report, the SNEN, national quality of service commitment (NQoS), victim care, National Crime Recording Standard (NCRS), National Standards for Incident Reporting (NSIR) and the constabulary communications quality standard, PASS.

The communication strategy for neighbourhood policing at phase 1 was about branding neighbourhood policing and letting the community know what it was about. Phase 2 is aimed at achieving greater penetration with members of the public. Police activity is being reviewed to ensure that every opportunity is taken to brand neighbourhood policing.

All police officers and police staff will be guided by the 'principles of quality of service', as will members of the public. An increased level of public satisfaction, confidence and reassurance, measurable through a survey bureau, will demonstrate its success. The bureau will test public satisfaction and confidence in policing performance assessment framework (PPAF) crimes, anti social behaviour, PROBE (a tailored survey programme aimed at identifying police officer customer service delivery), local confidence and call handling. Where there is evidence of a member of the public receiving a poor service, a process of service recovery will be implemented through the bureau.

Communications is strongly linked to neighbourhood policing. Access to policing services is seen as a key principle in the development of neighbourhood policing. Key strategic priorities are used to drive the agenda. Developments in accommodation and mobile data are examples of how this is put into effect.

The constabulary uses information gathered from PACT meetings and that gained through its partnerships with other organisations, including CDRPs, the police authority and multi-agency problem-solving teams. There will be additional monitoring of the 'Quality Counts' programme through mystery shopping. This programme is to be carried out by volunteers from a wide range of communities and age groups across Lancashire, thereby opening up the constabulary to members of the public who would not normally be involved in policing.

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The above has been budgeted for and agreed by the STCG. Training packages are deliverable to all public-facing staff, both those already in post and those at induction. They are founded upon the principles of quality of service and include a standards video and video interviews of three victims of crime who demonstrate how they felt after their interaction with Lancashire Constabulary.

Staff are fully involved in the 'Quality Counts' programme, and all feedback received by the constabulary via the survey bureau and any other means will be directed to staff via their PDRs. Award ceremonies are the means by which staff who have given a good quality of service will be recognised.

In terms of call management the constabulary has embraced the concept of SNEN and is working to introduce this in Wave 2. It sees this as an opportunity to cut demand on police resources and provide an improved service. The targeting of the top 20 callers in an effort to reduce demand is a problem-solving exercise that should have real benefits.

Strengths

- Lancashire is engaged in 'Quality Counts', a programme to strengthen its customer service culture, driven and monitored by a programme board chaired by the DCC.
- The constabulary already has strong links with the communities of Lancashire through partnership work with other organisations including the group intervention panel, interfaith networks, CDRPs and the police authority. The constabulary has set up PACT whereby the local CBM and PCSO have monthly meetings at ward level with members of the community, local councillors and council officers. Local problems are discussed and at the end of each meeting three PACT priorities are identified to be dealt with by the next PACT meeting. PACT is now also being taken into schools to enhance contact with young people and improve their confidence in the police.
- Tasking of PCSOs to work with local communities is a further strength for the constabulary. Many of these members of staff run youth clubs and liaise with vulnerable members of the community. All information is held at BCU level; however, information technology (IT) solutions are in the process of being finalised that will enable all feedback to be centrally held and analysed. This will then be fed back to members of staff via PDRs.
- The constabulary's strategy and programme for the conduct of user surveys and compliance with national guidance has been audited by the Police Standards Unit (PSU), and the auditors rated Lancashire's arrangements as Excellent. It should be noted that Lancashire Constabulary staff made large contributions to the drawing up of the national guidance and, indeed, produced the sample size calculator used by all forces to calculate the required achieved sampling levels.
- Lancashire has introduced a programme board following a BVR of quality of service. There is now a programme to establish a survey bureau that will make telephone contact with members of the public about PPAF crimes, anti social behaviour, confidence surveys and PROBE. To enhance this bureau, each division is implementing a post of customer service manager and at headquarters two posts of customer services managers are also in the process of being implemented. These latter posts will oversee the work of the whole constabulary and ensure that customer service is mainstreamed. The programme board incorporates and goes beyond the requirements of the NQoSC, victims' code and First Contact.

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- A superintendent citizen focus has been identified and is responsible for drawing together the developments on the NQoSC, victims' code, First Contact and SNEN, together with activity directed by the quality board. Quality of service training plans have been drawn up and have a strong emphasis on quality through the re-contact process and supporting systems, replacement command and control system, and a measurement and audit process. All of this work is being project managed using PRIDE project management software. Structures are in place to identify risks and action to remove or reduce risk is project-managed as described.
- Combined activity has ensured that the key areas of development specific to ease of access include: a corporate estates strategy with regard to standardised criteria affecting public enquiry areas (signage, accessibility, etc); a £20,000 redesign to improve accessibility through the constabulary website; an internet site and Newsbeat display picture and contact details of local CBMs; full-page adverts in the BT phone book outlining the emergency number and when it should be used, the non-emergency number and local front office numbers; the development of PACT initiatives under neighbourhood policing which involves open meetings/surgeries during the first week of every month, and neighbourhood PACT panels, both of which ensure specific actions are taken, published and completed.
- PACT meetings can be utilised in order to ascertain feedback on quality of service issues. Lancashire is working on expanding PACT meetings into schools where they will be effective in targeting hard-to-reach groups, including young people and diverse groups. This will allow the opportunity to both improve intelligence gathering and promote the police service; the expansion of text IT to enable a broader choice of contact which will have a particular benefit to young people; and for all communications centres and police stations to have access to multi-lingual literature, BT Talk Type and the national interpreter service.
- A budget of £75,000 dedicated to quality of service has been allocated, showing the constabulary's commitment to this area of service.
- All public-facing staff roles receive one day's training designed around the findings of the 'Quality Counts' programme work dealing with victims of crime. This work identified key areas for improvement by holding focus groups, public surveys and consultation. Training includes highly impactful interviews with three victims of crime to help staff understand the impact of their behaviour on public confidence and satisfaction. Supervisors are required to conduct five dip sample interviews each month with members of staff that have interacted with the public, the records of which are retained to drive personal awareness and development of customer focus skills through PDR.
- A 'keeping people informed' policy has been agreed; the process encapsulates all the requirements of the victims' code and quality of service commitment up to first appearance, and places the responsibility on the officer in the case to update people on progress. Witness care units have been effectively introduced across the constabulary.
- In several high profile neighbourhoods, additional meetings (other than PACT) are held between the NHPTs, the local communities and a range of partner agencies. Tasking and monitoring of community improvements, in line with PACT priorities, are undertaken. These are chaired by local councillors supported strongly by the neighbourhood teams. They have gained charitable status and have progressed appropriate funding streams to support local initiatives. Again these are highly valued and represent a considerable benefit in community engagement and quality of life improvements. Police involvement and commitment is clearly a major factor in the

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success of these meetings and this, in turn, is stimulating partnership commitment and represents good practice.

- There is a range of activities supported by volunteers across the constabulary including:
 - CBM assistants – assisting CBMs on their areas, minuting meetings, delivering leaflets and being a contact between the community and the CBM when the latter is deployed on other duties;
 - criminal justice witness assistants – contacting witnesses due to attend court and addressing any concerns to facilitate attendance;
 - Special Constabulary assistant – assisting with the recruitment, retention and administration for the Special Constabulary;
 - media assistant – assisting with the collation of media articles published around the BCU and administrative tasks;
 - crime prevention assistant – assisting with a town centre radio scheme, the secure premises for elderly victims of crime and crime prevention initiatives;
 - senior police cadets – assisting with the police volunteer cadet scheme; and
 - volunteer police cadet assistant – helping with the running of the scheme and mentoring of cadets.

- The percentage satisfaction of victims of domestic burglary, violent crime, vehicle crime and RTCs with respect to making contact with the police, action taken by the police, being kept informed of progress and with respect to the overall service provided were all above or in line with the MSF average.

Work in Progress

- Areas for improvement were identified during the BVR of quality of service, and the recommendations and areas for improvement have not only been agreed by the constabulary but are being implemented. An improvement plan and proposals for evaluation have been developed.

- Costings for this implementation have been agreed via the best value steering group and STCG, and are catered for in the constabulary's projected capital spend. This planning has ensured that interdependent IT projects are co-ordinated over the long term to facilitate the continued enhancement of customer-facing systems and processes.

Areas for Improvement

- There are various local authority-based contact points and the constabulary intends to develop an SNEN within Wave 2 which will ultimately drive forward issues around multi-agency contact.

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1D Professional Standards

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

http://inspectrates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

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2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The constabulary has achieved its main volume crime targets, and performance compared with its MSF is better than average. There is a strong performance culture throughout the organisation with chief officer lead on volume crime being provided by the ACC (operations) supported by a robust quarterly performance review at constabulary and divisional level.

There is clear use of constabulary 'champions' across the organisation in relation to specific crime themes contained within the volume crime domain. An overarching crime strategy has been updated to address volume and level 2 crime underpinned by intelligence, enforcement and prevention. Targets are identified and agreed in consultation with the police authority, and achievement of these targets is pursued via tasking and co-ordination at all levels.

NIM and POP are integral processes within the organisation which are well publicised and explained by internal systems available to all staff within the constabulary. Violent crime is showing a reduction on the previous year however, alcohol related crime has been identified as a critical issue and consequently some good partnership initiatives are being implemented across the county (Night Safe, Summer Nights).

Partnerships are strongly supported at chief officer level and there is considerable work being done at constabulary and divisional level with CDRPs. Multi-agency working in divisions is providing significant examples of good practice which is being adopted across the county and within other forces. The results of this partnership approach to crime and other problems shows the 14 CDRPs within Lancashire are, on the whole, better or in line with their peers in their family groups. Lancashire is compliant with NCRS data quality audits.

Attendance by police representatives at partnership meetings across the constabulary at all levels is appropriate and consistent.

Strengths

- Lancashire maintains a problem-solving and intelligence-led approach to all aspects of policing including volume crime reduction. The tasking and co-ordination process is embedded at all levels throughout the constabulary and drives the performance culture.
- Target setting is achieved by active consultation with the police authority and there is a robust performance management process providing accountability for constabulary, divisional and CDRP functioning in terms of targets.

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- The constabulary has achieved its main volume crime targets, albeit while there are reductions in its BCS comparator crimes the targets were challenging due to criminal damage figures.
- Partnership approaches to all areas of policing are strongly supported particularly at chief officer level, and relationships with CDRPs have significant commitment across the county with evidence of good practice being shared.
- Volume crime performance is an integral part of the STCG and TTCG agendas, considered equally along with intelligence assessments. The STCG is chaired by the Chief Constable with the ACC (operations) chairing the monthly TTCG meetings where divisions are held to account for performance. The ACC (operations) carries out robust quarterly performance reviews in each territorial division to ensure that focus remains on performance including volume crime reduction. The constabulary uses 'champions' for specific areas of criminality and other policing issues. The crime types within the wider category of volume crime are championed by identified, senior individuals.
- As a result of the move to full NIM compliance, the crime strategy has been incorporated into the constabulary level 2 control strategy. The strategy contains a range of issues that can be influenced by political and/or national priorities, operational priorities and stakeholder priorities. A crime strategy exists which has been updated and which will provide an overview of current constabulary plans. The strategy is based around intelligence, enforcement and prevention and provides options for each thematic area. The options provided make use of the PSU crime reduction toolkit. The intended outcome of the strategy is that it becomes a living document published on the constabulary intranet, which can be altered quickly to meet changing demands.
- The entire target-setting process is set within the annual requirements of the national policing plan, with members of the police authority directly involved at the regular planning working group and planning, performance and review meetings. Recent examples would be the stretch targets that have been developed for those indicators for the PPAF local domain, which include the sanction detection rate for religiously/racially aggravated offences and the reduction in criminal damage offences.
- A POP steering group meets bimonthly chaired by the constabulary POP champion (DCC) and is attended by senior officers and POP leaders from geographic divisions. The group provides a focal point for the co-ordination and development of corporate POP initiatives driving forward standards for POP, and facilitates the sharing of good practice. The corporate POP database is accessible by all staff and contains details of evaluated POP initiatives. The constabulary POP conference is held annually and attended by many forces and agencies. The constabulary has an excellent record in achieving both national and international recognition/awards for specific POP initiatives.
- All POP initiatives (2,660) have been evaluated, with a total of 673 having been evaluated as good practice. A smaller number (68) have been submitted as entries for the Tilley Award.
- The Night Safe initiative is a multi-agency approach targeted at all aspects of alcohol-related harm. The initiative is supported by Operation Summer Nights, again a multi-agency approach to crime reduction and public reassurance particularly focused at alcohol-related incidents. The operation requires divisions to come up with a range of initiatives and activities aimed at impacting upon local issues.

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- Multi-agency problem solving (MAPS) assists in the facilitation of CDRP strategies and the divisions provide significant resources to key CDRP functions in terms of staff. For example, Southern division has three MAPS teams as well as other police community safety resources such as a crime prevention officer and a schools liaison officer. In Eastern division members of staff are seconded directly to the local CDRP on an annual basis with responsibility for ASBO work and other partnership functions. Southern division provided funding to support an Operation Tower worker and MAPS team assistant as well as IT and accommodation support. Operation Tower teams are in place in all divisions and proactively engage in offender diversion programmes with the principal aim of reducing crimes committed by drug abusers.
- CDRP targets are discussed at the STCGs/TTCGs and form part of divisional policing plan targets, which are subject to scrutiny and review via the cluster quarterly performance review process. Divisional commanders are closely linked with CDRP performance via PSA1 targets and are held to account at divisional performance reviews. Where performance is failing, divisional commanders are provided with specific actions to improve delivery of results; the outcomes are discussed and measured at the following review process.
- Domestic burglary, violent crime, robbery, vehicle crime and total crime offences all fell in Lancashire during 2005/06 and data for the last three months of the year shows performance better than or in line with the MSF average.

Work in Progress

- The organisation is continuing with partnership initiatives to reduce alcohol-related criminality and has identified that sustained reduction needs to be addressed with longevity despite seizing quick wins when they are presented.

Areas for Improvement

- There is some evidence that burglary dwelling and auto crime reduction is starting to level out; these are critical areas for the organisation given the effect on victims and that they are contained within the PSA1 targets.
- It is recognised that criminal damage is a very real challenge to crime reduction and it lends itself to prevention rather than detection. It is acknowledged, however, that there is a crucial role for Lancashire's partners to work with the constabulary in identifying different tactics to reduce this area of crime. While certain activities have had an impact on alcohol-related crime, particularly violent crime, it is also crucial here that partnership approaches are maintained and developed. This type of activity is required in order that the impact on police resources does not manifest itself as underachievement in other areas of police performance.
- Using the BCS data the risk of personal crime/household crime are both higher in Lancashire than the MSF average, although latest data shows improvement for both indicators.

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3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The 2004/05 assessment placed the constabulary at the head of Lancashire's MSF table for investigating major crime, and this achievement has added to a healthy appetite to continue to improve in all aspects of critical incident management and major crime investigation. The constabulary currently spends approximately 10% of budget on the headquarters G division departments, who between them are responsible for delivery across the seven protective services.

G division incorporates all elements of the centrally based crime and other operational support departments. The division has relinquished some of its administrative functions, police national computer (PNC), crime input and community safety and now has more of an operational focus.

Lancashire has dedicated incident managers on duty at all times who provide initial command and control to all critical incidents. Dedicated and accredited major crime resources at detective inspector level are on duty 24 hours a day, senior investigating officers (SIOs) at detective superintendent level are on call and available to respond.

The constabulary has implemented significant change to firearms command and control structures, which will further enhance strategic and tactical performance. A small but highly trained cadre of silver commanders, at chief inspector rank, are on duty 24 hours a day to ensure excellence in the command of all firearms and critical incidents.

Well rehearsed and utilised on-call arrangements are in place for SIOs, telephony single point of contacts (SPOCS), red centre negotiators, and other specialised posts to be deployed across the county. Dedicated surveillance teams and proactive level 2 investigators are available to respond when required.

Detailed financial management information outlining the costs of major investigations is provided to divisional management teams and SIOs. The constabulary has considerable interoperability of internal intelligence systems via SLEUTH, the CLUE shared intelligence database, and INTEL2. A multi-agency data exchange is in place with the constabulary's non-law enforcement partners. This data has significantly assisted CDRPs in setting their crime reduction strategies. The constabulary has a threat assessment policy, which clearly sets out roles and responsibilities when intelligence indicates that members of the community are in danger; contingencies to manage the threat are decided upon and implemented, and tactics to reduce threat levels including the issuing of Osman warnings are robustly managed and audited.

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G division is developing its communications strategy to take on board marketing activities. The division seeks to communicate the results of its activities more effectively to communities particularly at the point of sentence. Operation Nimrod has highlighted the benefits of all-encompassing communication and engagement with communities, with big gains in public confidence. The serious and organised crime unit (SOCU) in particular is looking to develop a similar approach.

Strengths

- Following HMIC's Closing the Gap report, the constabulary has re-examined its protective services in terms of enforcement, intelligence and prevention. Strategic prevention issues have been identified through links to negative results, eg strategic leadership for public protection and in particular domestic violence is now with major crime investigation. The major incident teams and the public protection units (PPUs) are structured in the same way, with teams serving clusters of two divisions. This change in focus has realigned ownership and accountability for aspects of protective services within the organisation.
- The constabulary is developing internal relationships to establish a matrix of virtual intelligence teams throughout the organisation, linking departments, divisions and partners with liaison meetings and continuous dialogue. The benefits of this situation were apparent as the drugs market map was established in co-operation with divisions and linking into MADE. Intelligence relationships extend to briefings preparing trigger plans, increasing the chance of success. The aim is to get intelligence about crime series and networks into the G division and constabulary tasking system as quickly as possible, backed up by an organisational impact assessment. Decisions and rationale are fed back to divisions in terms of the scope of criminality and impact on communities. Marketing intelligence and improving accountability run side by side.
- Strategic assessments have been completed and are driving activity in respect of homicide, domestic violence, rape and paedophilia. Dedicated FMIT analysts draw on internal and external information and open and closed sources to continually scan and analyse constabulary and national trends. Recommendations, problem and victim profiles are prepared for SIOs to direct investigative strategies. Products are NIM-compliant and are broken down into divisional level dissemination to advise and inform the TTCG. Daily and monthly statistical data in respect of homicide and other key drivers is produced and evaluated.
- NIM profiles are used as appropriate. Problem profiles have been completed in respect of cross-border crime, homicide and immigration crime. The strategic assessment includes sections on protective services, acquisitive crime, quality of life and serious organised crime, using both open and closed sources of information. Homicide has been the subject of a separate detailed assessment by the dedicated FMIT analysts.
- The implementation of neighbourhood policing has led to far greater understanding of communities through increased community intelligence and the use of mapping and demographic indicators, eg use of output areas for demographic mapping, and drugs market mapping.
- A chief inspector has strategic ownership of multi-agency public protection arrangements (MAPPA) and is responsible for overseeing policy issues and PPU co-ordination. Additionally, there is a MAPPA co-ordinator post in SOCU jointly funded by the constabulary and probation.

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- The constabulary complies with major incident room standardised administrative procedures (MIRSAP) guidelines and completes community assessment documents in conjunction with divisional command teams. Lancashire has developed a major incident room (MIR) case management process for non-Home Office Large Major Enquiry System (HOLMES) enquiries. A strategic IAG is in place supported by six local IAGs within the divisions.
- Dedicated specialist FMIT teams are geographically based within divisions to provide dynamic investigative response in respect of the investigation of major and serious crimes. FMITs lead a number of high-level MAPS initiatives including gun crime, CCTV, child exploitation and missing from homes. Teams comprise SIOs, deputy SIOs, office managers, and staff trained in HOLMES. Specialist CCTV and telephony investigators are now in post and are significantly enhancing the quality of investigations. Divisional personnel support these major investigation teams as appropriate.
- MIRSAP are fully complied with. The constabulary has a detailed major investigation policy. All major investigations are subject to appropriate review by chief officers.
- Lancashire has adopted the operational principles set out in the ACPO murder investigation manual. The constabulary is piloting the professionalising the investigation process (PIP), an SIO accreditation programme, which will ensure investigative expertise is promulgated and quality assured.
- Formalised FMIT briefing/planning days occur quarterly to discuss and disseminate changes in legislation and best practice. Ongoing investigations are discussed at departmental management meetings and the FMIT detective chief inspector is a board member for the area child protection committee (ACPC) local safeguarding children's board (LSCB) where part 8 review findings are agreed and disseminated across agencies.
- Reactive major crime investigations are subject to ACPO review as per the constabulary major incident policy. Assistance is sought from Centrex in difficult and unusual cases and the national crime operations faculty (NCOF) provided a Catchem database report for the Greenwood/VORA enquiries. Financial management information is provided to SIOs and divisions with cost breakdowns in all investigations. The FMIT is represented on the North West regional major crime review board, a platform for sharing good practice and peer review function.
- The on-call SIO is responsible for the reviewing of all high risk missing-from-home enquiries and ensuring appropriate investigative strategies are implemented. This occurs with the responsible officer at detective inspector level within divisions. The constabulary incident manager is responsible for early identification of all critical incidents (as per the critical incidents policy) ensuring appropriate responses are put in place.
- The Violent and Sex Offenders Register (ViSOR) is now fully embedded within the geographical PPU's and acts as a source of precursor intelligence to crimes of violence and against children.
- Vulnerable communities are included in the strategic assessment as appropriate, eg threat to businesses/individuals from animal rights extremists considered in tactical and strategic products. The threat from firearms has been the subject of strategic analysis (problem profile) and operational analysis, eg response to emerging trends and incidents.

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- Recent developments of the strategic assessment has seen the combining of level 1 and level 2 assessments into one document and assessment process ensuring identification and aggregation of strategic threats from an holistic county-wide assessment. Level 1 PACT meetings and other neighbourhood initiatives (eg street briefings) provide a community-based multi-agency tasking meeting enabling a clear partnership presence, accountable to communities. This tasking process links into the wider divisional tasking meetings ensuring the application of neighbourhood policing and the NIM are in unison.
- The constabulary conducts its own critical incident training courses for all senior managers. Training is bespoke and has been used as a national training model by other forces.
- The constabulary is launching a new crime recording system in 2006, which will revolutionise the analytical capability of the constabulary and lead to increased detection rates.
- The Bichard steering group and Bichard programme boards, chaired by the ACC, take strategic responsibility for the interoperability of intelligence systems. Current emphasis is towards IMPACT compliance for which the constabulary is well positioned. The constabulary SLEUTH system provides significant interoperability and nominal record management and is accessible to all staff.
- Offences of murder, attempted murder, manslaughter and blackmail all decreased during 2005/06 and were all below the MSF average. The percentage of offences detected in respect of murder, attempt murder, manslaughter, rape and kidnap were all above the MSF average.

Work in Progress

- Opportunities to impact on violent crime and homicide prevention and intelligence have not to date been fully exploited. Intelligence gathered during the course of major crime investigations although captured is often not disseminated or actioned to full potential. Most of the violence preventative work is currently ongoing within PPUs via ViSOR, domestic violence campaigns, monitoring of high risk offenders, etc and is not interconnected to the work of the FMIT.
- Opportunities for intelligence gathering and dissemination could be further improved. To these ends work has commenced to create and implement a homicide prevention strategy, which will in turn direct future procedural and structural changes.

Areas for Improvement

- It is envisaged that over the next 12 months the FMIT will work closer with the PPUs to increase the potential for further reducing homicide and other violent crime.
- Life-threatening crime and gun crime decreased during 2005/06; however, it remains above the MSF average.
- Offences of rape and abduction increased during 2005/06 although offences of rape remained below the MSF average.

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BEST PRACTICE

TITLE: Operation Lund is the investigation into the deaths of 23 Chinese people in Morecambe Bay on 5th February 2004. It is the largest investigation ever conducted by the Lancashire Constabulary.

PROBLEM: The size of the investigation can be evidenced by the following statistical bullet points:-

One and half million pages of documentation many in different languages including Mandarin, Spanish and French;

Over 5,000 telephones/SIM cards in the enquiry with over 20,000 calls analysed for evidential purposes;

2,866 statements, 175 identity parades, 6,342 exhibits, 106 PACE police interviews and 2,488 officers reports;

The main scene was 120 square miles of sea and coastline, with secondary scenes being houses of multiple occupancy in the Liverpool area;

21 Post Mortem examinations, identifications, including enquiries in China and subsequent repatriations;

Financial evidence was seized relating to 10 years of records from the Liverpool Bay Fishing Company, haulage contractors, fish processing factories; Spanish food processing factories and Chinese cockling records;

Complex and multiple fingerprint and handwriting evidence;

Evidence was obtained relating to Snakeheads, Triads, the Cockling industry and a large number of previous incidents involving Chinese illegal immigrants during the 12 months previous to the tragedy etc.

The evidence obtained during the investigation was vast and complex. The senior CPS representative described it as being of 'epic proportions' and the judge described it as being 'spectacular'. Due to the language/translation issues and complexity of the subject matter, particularly the telephone evidence it was obvious normal paper evidence and court procedures would not be sufficient to effectively present the case.

SOLUTION:

It was decided to create a Computerised Evidence Presentation System that could assist with disclosure, investigation, case preparation and most importantly present the evidence in an easily represented format for the assistance of the jury and witnesses.

The private firms of Control Risks Group and Neat 3D were engaged to jointly develop such a system with the investigation team. The system was developed to demanding time schedules over a 5-month period along with a court delivery system.

OUTCOME(S): The system has been used throughout the 6-months Crown Court trial and has been viewed by the Deputy Lord Chief Justice, the Director of Public Prosecutions, various other senior police officers, senior CPS representatives, Barristers and Court users. All who have viewed the system have been totally impressed with its capabilities and ability to shorten the length of trials and present complex evidence. It is estimated that the system has shortened the length of the trial by 6 to 8 weeks and the cost of court proceedings in the trial is estimated at £25,000 per day.

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The system allows the immediate presentation of documents and English translations, photographs, audiotapes, video's and any analytical product throughout the court and media rooms. The system is based on a media framework, which can be adopted for use on any small, medium or large investigation.

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3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

Lancashire Constabulary continues to improve its understanding of organised crime through good use of NIM principles and products, close liaison with territorial divisions, partner agencies and neighbouring forces with clear lines of accountability being in place.

This increased knowledge enables specialist resources to be tasked appropriately and allows more effective engagement with regional colleagues through the tasking and intelligence fora. Notwithstanding this observance of process, the specialist resources prove their flexibility time and time again, particularly in response to 'hot' intelligence from divisions or elsewhere which crosses borders with some notable success. The specialist staff, who work to this agenda, have impressed in their ability to influence and engage neighbouring forces and a myriad of partner agencies.

The constabulary was commended in 2004/05 in respect of best practice in asset recovery at the Home Office awards with Operation Oregon, and this year has won outright in the same category.

Operation Nimrod continues to be signposted by the PSU and the Home Office for its advances in test purchase. The test purchase course run 'in house' also attracts great interest and Lancashire is amending policy with some of its groundbreaking work. Nimrod has developed into a holistic drug strategy with clear links to treatment, with 100% of drug offenders and 22% of the public aware of the initiative by name. Nimrod was a runner-up in the National Criminal Justice Awards and commended locally in the same category for outstanding achievement. Significant developments arising from Nimrod are the processes that are in place to react positively to children in drug environments, intelligence around drug users, the manual of good practice and the mapping of drugs markets. There are places where drugs cannot be bought in Lancashire as a result of Nimrod.

Each specialist unit has a success story to tell, whether it be the analyst's conference organised and hosted by Lancashire – now an annual event; the successful partnership with the Serious Fraud Office in Operation Smarttalk, Operation Gemini – now a national project targeting cloned vehicles; or the conviction of organised drug dealers following the deployment of covert tactics. There is a real team approach across the specialist services to continuously improve working practices and productivity, with staff at all levels suggesting areas for development whether in intelligence gathering, enforcement or prevention. There is much activity around prevention, particularly from the head of SOCU who is the constabulary drug champion and who is prominent in regional, national and local networks.

SOCU is involved in a continuous process of improvement seeking out the gaps in process and capacity. The way forward is to develop processes to achieve a better understanding of the intelligence gaps in criminal dynamics and transactions at different levels to better understand the serious and organised crime issues. Developing a better understanding of

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level 2 dynamics is seen as an important piece of work and developing relationships with divisions and marketing within communities are key components.

Strengths

- Lancashire is represented on numerous national and regional working groups with a keen eye on best practice and promoting the reputation and good work within the constabulary. Individuals are keen to demonstrate strong leadership in their areas of operation and staff are enthusiastic about their work and drive the team approach.
- There is a good mix of skills and abilities across the specialist services to enable correct deployment and effective tactics, eg crops, disclosure, exhibits etc. Lancashire has an ethical approach to sensitive and covert intelligence/operations with a 'right way' attitude to working with strong anti-corruption principles to tackling level 2 criminality throughout the specialist services.
- In the absence of a dedicated regional operational capability the constabulary has taken the lead on a number of regional operations such as Operation Watchman, Operation Prefix, providing intelligence support and co-ordinating/initiating operational activity.
- Specific objectives and targets are laid out in the annual divisional and departmental plans. The ACC (operations) reviews performance against performance indicators with emphasis placed on a co-ordinated protective services response against level 2 crime (eg targets for financial investigation, surveillance, undercover operations, source handling).
- The ACC chairs the TTCG and intelligence steering groups, directing deployment of level 2 resources, eg SOCU, special operations and Operation Nimrod. The ACC also sits on the ACPO NIM working group. This demonstrates a role which co-ordinates development issues, enforces accountability for performance and drives tasking and co-ordination activity against serious organised crime (locally, regionally and nationally).
- The nationally commended Operation Nimrod, a dedicated test purchase operation, targets open drugs markets which impact on communities. The operation has grown into a comprehensive approach to drugs markets tackling both supply and demand. Across six divisions close on 600 drug dealers have been convicted and each conviction has led to level 2 opportunities being identified.
- Regional operations initiated by Lancashire include Operations Watchman (distraction burglaries), Operation Vault (cash in transit robberies), Operation Prefix (£1.5 million burglary series) and Operation Dogwood (armed robberies). Operational activity across the region occurs regularly (eg Operation Dogwood a cross-border robbery series with GMP and Operation Border a cross-border crime operation with Merseyside).
- The SOCU capability includes an economic crime unit of fraud and financial investigators tackling money laundering, POCA and level 2 fraud. The unit has won an award at the ACPO drugs conference for best practice in financial investigation.
- Recent development has seen greater emphasis on a bottom-up approach with staff from the intelligence department and SOCU aligned to geographic areas to improve liaison and the collection of intelligence priorities from level 1 that need a level 2 response.

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- 'Osman' warnings are used where appropriate and the process is detailed in the constabulary threat assessment policy. The use of such warnings is recorded in policy locally in intelligence units or with SIOs, examples being Operation Dexter and Operation Oak.
- The constabulary supports a number of national initiatives such as the National Criminal Intelligence Service (NCIS) Paramount, Diamond and Streetwise drugs data collection exercises and Operation Liberal. The constabulary continues to support the NCIS/regional intelligence requirements producing monthly assessments against the regional control strategy/intelligence requirement and submission of intelligence products.
- The constabulary benefits from a dedicated, covert witness protection unit under the head of SOCU that works to agreed national ACPO guidelines. The gateway to the scheme is highlighted on the constabulary intranet and accessed by application.
- Through ambitious planning ahead of the incentivisation pay out (Lancashire were third only to the Metropolitan Police and the National Crime Squad), additional financial investigators have been recruited in all territorial divisions and within G division. A detective inspector has been appointed to head the proceeds of crime unit which was created to exploit the opportunities from POCA. In addition, a dedicated Crown Prosecution Service (CPS) lawyer's post has been funded and is located within the SOCU.
- Effectiveness at level 2 has improved through G division tasking which brings all of the operational elements together. There has been a process of education within the territorial divisions to improve the flow of intelligence from the bottom up. The effort has been extended from practitioners through to operations managers and the fact that G division has staff working within the divisions has helped to develop a network of relationships around level 2. G division has carried out 44 operations in the last 12 months and accountability arrangements to local divisions are good.
- The constabulary has established a quarterly performance review process around protective services. All operations are de-briefed.
- The constabulary has shown a willingness to develop the NIM, particularly the strategic assessment where the divisional and constabulary strategic assessments are consolidated into one document. This has made the process more bottom up and provides a comprehensive assessment at level 1 to be assessed by G division alongside level 2 intelligence.
- Development has seen greater emphasis on a bottom-up approach with staff from intelligence and SOCU aligned to geographic areas to improve liaison and the collection of intelligence priorities from level 1 that need a level 2 response. Initial developments are recorded and clear objectives set followed by initial desk-based research/source tasking. Issues are moved beyond initial development via two-weekly tasking meeting for either further intelligence development or operational activity, principally by SOCU where a weekly operational review/tasking meeting occurs to prevent mission creep and check progress. This whole process is subject to level 2 TTCG governance with ongoing operations included in the level 2 tactical assessment. Additionally a monthly intelligence managers meeting and G division tasking meeting provide additional co-ordination and audit of activity.
- Professional standards department (PSD) staff attend monthly intelligence group meeting where current intelligence and operational activity is discussed, including a

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summary of SOCU operations. This highlights areas where they may impact upon level 2 activity for appropriate information sharing to take place; the counter corruption unit of the PSD maintains close links within the level 2 arena to identify corruption and compromise issues; regular liaison meetings take place between the PSD and the authorising officer to discuss covert human intelligence source (CHIS) intelligence to highlight any issues of compromise or corruption; good links are in place with the territorial divisions at all levels and assistance is offered to better understand level 2 criminality and the responses available; improving links have been established with neighbourhood policing units via Nimrod to assist with mapping drugs markets; proactive syndicates are helping to close 'crack houses' under anti social behaviour legislation; training is given to probationers on drugs recognition, intelligence and the constabulary strategy of prevention, treatment and enforcement; proactive use of forensic is being made in covert operations to evidence criminality; good use of money laundering legislation.

- Violent crime decreased during 2005/06 and data for the last three months of the year shows performance in line with the MSF average.
- Trafficking in controlled drugs decreased during 2005/06. The percentage detected trafficking in controlled drugs offences increased and latest data shows performance better than the MSF average. The number of Class A drug supply offences brought to justice was also better than the MSF average.

Work in Progress

- The constabulary is creating a centre of excellence for covert policing. Assets and threats are being mapped, gaps identified and managed.

Areas for Improvement

- The constabulary has a self-declared area of improvement to strive for a more representative workforce in some specialist areas to embrace diversity fully.
- While there have been many advances in technology there is still much to do in terms of reaching the 'cutting edge' within the budgets available. This is true of the equipment as much as the use of other tactics and techniques of a covert nature, some of which are changing as SOCA comes on-stream. G division is working across several specialist units to develop a strategy for technical capability and deployment.
- Interruptions in the flow of intelligence occur at the point where an issue is taken into the operational environment. The preservation of the firewall sometimes means that intelligence continuity is lost at the point where the SOCU take it on, where analysis is more about evidence development.

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3C Volume Crime Investigation

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

There has been a strong focus on volume crime investigation across the constabulary with the result that all locally set targets have been met. The gap between sanctioned and standard detections has been significantly narrowed during the past 12 months.

There are good links between the STCG and TTCG that have enabled effective delivery at divisional, geographical and ward levels with an increased focus on priority hotspot crime areas.

The implementation of neighbourhood policing has assisted with the focus on priority hotspot crime areas: using dedicated resources for local areas ensures the use of intelligence and real-time data, assisting the constabulary to meet its targets. The constabulary aims to continue to develop, innovate and set the pace around neighbourhood policing, and to organise and equip the organisation within available resources to deal effectively with neighbourhood policing and protective services.

Strengths

- **Leadership:** The ACC (operations) champions volume crime investigation and liaises closely with the ACC (criminal justice and standards) ensuring there is effective leadership. This high visibility leadership is further strengthened by the appointment of a constabulary detection champion.
- **Constabulary detection champion:** The champion is a territorial superintendent operations manager. This ensures the strategic thrust to deliver on improving performance in relation to volume crime across divisions is driven right through to the daily tactical and operational decision-making processes, thus reducing crime and improving detection.
- **Performance:** On a daily basis the ACC (operations) monitors divisional crime and incident information through the SLEUTH computer system and is in contact with the divisional commander as appropriate.
- **Accountability:** The ACC (operations) holds a quarterly performance review meeting with the divisional command team. This is used to concentrate on strategic issues to ensure that corporate objectives are appropriately progressed within each division.
- **NIM:** Intelligence-led policing is embedded in the constabulary and there is strong evidence that it is driving policing activity and accountability. A comprehensive intelligence and forensic strategy adds clarity to NIM processes and products.

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Lancashire ensures that forensic and IT opportunities are exploited at every opportunity with processes being well developed.

- Ambition: As can be seen from the volume crime detection targets, the constabulary's detection rate has shown sustained improvement and is the best in its MSF. Its ambition was to perform beyond the set target and this was achieved.
- Lancashire initiated Operation Sherlock to disseminate best practice to all officers with regard to crime investigation and detection. The operation has led to a significant sustainable increase in sanction detections. The constabulary monitors and enhances the conversion rate to ensure full credit is given in terms of sanctioned detections and offences brought to justice. This aspect is also discussed at the strategic quarterly reviews and also at monthly multi-agency narrowing the justice gap meetings chaired by the head of the criminal justice service.
- As a result of the move to full NIM compliance the crime strategy has been incorporated into the constabulary level 2 control strategy. The control strategy is flexible and is influenced by political and national priorities, and local operational priorities. The strategy is based around intelligence, enforcement and prevention and provides options for each thematic area. The options provided make use of the PSU crime reduction toolkit.
- Service level agreements (SLAs) exist for all level 2 resources ensuring clear terms of reference and accountability with divisions; these are monitored via the NIM. The head of the constabulary intelligence unit holds monthly meetings with divisional operations managers to review commitment to, and support of, divisional activity. Performance information relating to specialist headquarters departments is reviewed every quarter by the ACC (operations).
- Operation Nimrod is a level 2 test purchase initiative tackling open and semi-open drugs markets in the neighbourhoods of Lancashire. These deployments continue until such time as the identified market is 'consumed' by the team. Around this is now wrapped a marketing strategy, and further intelligence gathering from PACT panels and neighbourhood teams.
- The level 2 tactical tasking outputs have been made more effective by moving resources into the priority hotspot crime areas. Operation Summer Nights has had a significant impact on anti social behaviour, criminal damage and violent crime, with level 2 resources supporting divisional activity.
- Lancashire was a pilot force for PIP, and all investigators within FMIT are to be accredited at level 3. The process of developing training against all five tiers of investigative interviewing has been progressed. The constabulary has appointed a detective superintendent as the champion who runs monthly working groups to monitor progress. An implementation plan detailing time schedules is reviewed at each working group meeting. Tier 2 courses have been developed. The suspect interview consists of a 1-week input on the criminal investigation department (CID) course. In addition, a stand-alone course has also been run with additional courses offered upon recruitment of the additional staff to the department. The constabulary has programmed-in ten achieving best evidence courses for 2006.
- The constabulary has invested in training further financial investigators and all divisions have at least two dedicated financial investigators supporting volume crime investigation.

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- Lancashire were placed third nationally in returns from the incentivisation fund which was disseminated to the divisions. Targets have been set for asset recovery and level 1 and level 2 resource make good use of the regional asset recovery team ensuring that where appropriate joint POCA investigations are undertaken (Operation Exclusive is one example, an investigation which resulted in the forfeiture of £2.8-million worth of assets from a divisional crime operation).
- ANHPR in Lancashire is embedded within the TCG process and the ANHPR intercept teams are available for deployment to target constabulary-wide criminality. ANHPR is incorporated into the SLEUTH data warehouse and is used to inform the TCG process at level 1 and 2. Each of the divisions has a full-time ANHPR intercept capability. A number of operations have been run with neighbouring forces targeting travelling criminals. There has been significant investment to enable CCTV-based ANHPR capability within each division working with partner councils.
- Divisional crime management units (CMUs) via CRIMAN (tasking sheets) and supervision ensure quality of initial response, investigation and crime screening. Good practice and evidence of lessons being learnt is ensured through 'champions' who lead policy and operational developments in identified areas of responsibility.
- The key mechanism for delivery is the quarterly performance review process. The review is used to signpost divisions to areas of good practice, achieve cross-fertilisation and encourage a desire to improve.
- There has been a focus on sanction detections and constabulary performance has improved. There has been a fresh look at the through investigation process, picking out best practice and working out a consistent approach across the constabulary including work flow management and call handling within CID.
- The number of offences brought to justice increased significantly during 2005/06. The number of Class A drug supply offences brought to justice was above the MSF average. The percentage of domestic burglaries, violent crime, racially or religiously aggravated offences, and total crime detected all increased during 2005/06. All the offences together with robbery and vehicle crime were above the MSF average. This is excellent performance.
- The Audit Commission review of crime recording data for 2005/06 made the following assessment: management arrangements – Good and Improved; data – Excellent and Stable.

Work in Progress

- Electronic crime recording: The constabulary currently has a well-established electronic crime recording system that is effective. However, a further crime system (Crime 2) has been developed to ensure total NCRS compliance and is to be implemented during 2006. Crime 2 will automatically create skeleton crime reports for crime related incidents that do not result in a crime report prior to 72 hours of complaint. This will alleviate much of the real-time auditing of logs which to date has been necessary to ensure consistent NCRS compliance. A detections audit action plan has been implemented as a result of the 2005/06 inspection. This has been linked to divisional 'detection' action plans.
- NCRS compliance: A central audit team will be created to assist in the development of systems to ensure total NCRS compliance by addressing the root cause of problems threatening consistent and accurate crime recording practices. The implementation of this new system will assist in centralising crime recording processes and reduce

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duplication of effort; it will also ensure compliance and help to establish consistency across all six divisions.

Areas for Improvement

- Investigative interviewing training: There have been some unforeseen problems with the delivery of investigative interviewing training that has had a negative impact on the timescales set for training and delivery. In addition, tier 3 suspect courses that were being conducted were postponed as the Metropolitan Police are developing a generic national course on behalf of Centrex. This course will be available May/June 2006 and will be delivered thereafter.
- ANHPR is both a central resource (accountable to the centre) and a BCU resource (accountable to the BCU's SMT). Both the motorway staff and central ANHPR are bid for by BCUs to the TTCG level 2. There is some improvement needed to ensure effective tasking once these teams report to the BCU. They are rarely briefed and target packages for BCU intelligence units are often not available. The resources undertake valuable work and there are numerous examples of success, but it could be better focused.

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3D Improving Forensic Performance

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

Scientific support in Lancashire continues to play a significant part in an ever-increasing range of tactical and strategic planning events.

Lancashire continues to provide direction and support for forensic matters on a regional and national basis. The DCC retains the chair of the regional forensic group and the head of G division has a forensic role on the national homicide group. The constabulary has supported the national pilots for 'Find' and Operation Lantern. The scientific support manager sits on the national Forensic Training Strategy Board.

The constabulary continues to be focused on improved performance. Operation Converter is one example of this whereby a programme of refresher days is assisting to maintain the focus on processing the scientific 'hits' in divisions. Targets are being met and performance continues to improve. Despite the falling crime levels, scientific support maintains a high level of hits and identifications, demonstrably making a significant contribution to sanctioned detections. Some of this success is due to the continual revisiting and reviewing of activities and processes.

SWIM is an initiative that provides another opportunity to maintain a high profile right across the constabulary, from chief officers to crime scene investigators (CSIs). Divisions have been highly receptive to the objective scrutiny by an external consultant.

The footwear and screening services are recognised nationally for their efficiency and sophistication. PSU and the Home Office Scientific Development Branch (HOSDB) have visited the constabulary as a result of recognising Lancashire as the lead force with respect to footwear. Numerous forces have visited the department to view the methodology. A partnership with the Forensic Science Service is under way in order to amalgamate the footwear database with the national model.

Crime scene members of staff are managed by the divisions; however, training, equipment, performance and quality management are dealt with centrally. Volume crime CSIs are funded by the Home Office DNA expansion programme, with the funds being managed through the forensic management unit.

Strengths

- The constabulary has a high-level overarching business plan for scientific support. All policies and procedures are contained in scientific support operational guidelines that contain clear guidance and leadership on all forensic issues.
- Lancashire has an extensive suite of performance indicator information to direct forensic resources to the most productive areas. The forensic submissions unit scrutinise every

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submission in order to ensure highest potential return on expenditure. A business case has resulted in a third forensic analyst being employed.

- Key indicators measure performance in relation to fingerprint turnaround times, hits/identifications, conversion rates and proportion of detections. The police authority increased the forensic budget by £750,000 in 2005/06. However, cost effectiveness continues to be paramount to the forensic unit. The screening unit continues to grow in size and range of services. For the first time ever the forensic budget is showing an under spend.
- DNA and footwear hits have both improved on previous years' results. A regional footwear meeting now exists to share best practice and an additional analyst has been employed.
- There is a strong lead from the ACC (operations) and the head of G division who chairs the forensic strategy board. The Sciman management system continues to be crucial in the monitoring of hits through to detections. The forensic researchers receive 'hits' from headquarters and prepare packages for officers. Delays in issuing packages are minimal, balancing time delays against added value of research.
- Compared with national figures the constabulary is above/well above average in all but scene examinations and offences taken into consideration when admitted in court (TICs). This is mirrored in comparisons with MSFs for all crime.
- Changes in the allocation of the DNA expansion funding have focused attention on the value for money aspects of the budget. Success and replication rates have been scrutinised and submission policies altered accordingly. The department takes the lead in the introduction of relevant legislation and procedures. This has included the introduction of the new PACE kits and the SOCA legislation for footwear. In these cases, as with all others, it has introduced the changes on the implementation dates.
- Regular meetings with the CPS forensic team ensure issues are dealt with swiftly and, with respect to new procedures, before they arise.
- The wide extent of scientific involvement is recognised across the constabulary. It is now the norm for members of staff to be involved in the preparation of a forensic strategy for major enquiries.
- Delivery of training and awareness continues to grow and extends to PCSOs, special constables and outside the constabulary to other emergency services, including paramedics.
- Lancashire is working with the other forces in the region and the South West region with respect to tendering of forensic services. In the meantime a regional SLA for drugs ensures significant cost reductions.
- Palm search capability has been introduced and the bureau is enjoying some significant successes. In the first week following its introduction 22 palms were identified to separate crimes, including a kidnapping. Lancashire has been storing palm prints since September 2003 and therefore has samples on the database. In respect of ear prints, identifications are good. There are, however, some training difficulties and members of staff have had to be trained in Holland in the absence of other suitable training in the UK.

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- The small imaging unit manages to balance the daily pressures with some research and development. Specialist UV photography has been crucial in a number of high profile enquiries. Initial work on computerising courtroom presentations is showing interesting potential.
- The constabulary is involved in the piloting of a number of new initiatives including 'Find' and Operation Lantern. Lancashire is to receive PSU assistance in respect to the funding of Skiddaw.
- Contingency planning for operations that have forensic strategy with a trigger plan put in place, e.g. plans for dealing with cash in transit robberies, which are communicated to intelligence units and include elements for individuals in the numerous roles that are involved in the investigation.
- There has been an increase in the number of screening staff, improved ability to carry out joint DNA/fingerprint testing and statement provision. Forensic technicians are now better skilled and costs have been reduced.
- There has been an increase of forensic training for operational staff. Probationer/student police constables now get 4 days at scientific support rather than 1½ days as was previously the case. This includes a practical exercise in a 'scene house' dedicated for the purpose. Other methods of training provision are being exploited whenever possible, eg links between the custody computer system and forensic management. The training package 'Think Forensic' has been revamped into an interactive training package delivered in a modular form supported by facilitated discussion groups.
- Two members of staff received a criminal justice board (CJB) commendation for work carried out with the courts, CPS and divisions in relation to the digital equipment used by the different agencies. Standardisation of the equipment is crucial to ensure evidence can be presented in court in a professional manner by any witness.
- There are bimonthly meetings at scientific support with the CPS and the three scientific leads for Lancashire Constabulary to discuss forensic issues. The high forensic spend per officer compared with other forces is a direct result of higher awareness in officers of forensic capabilities and justified by performance.
- Implementation of policies and procedures are via a wide range of meetings including tactical tasking and co-ordination and meetings with CID managers, forensic researchers, etc. The scientific support manager attends the constabulary TTCCG where each quarter the iQuanta charts for scientific support is presented. (iQuanta is a web-based tool for policing performance information and analysis)
- The percentage of primary detections from DNA matches/fingerprint identifications for total crime and vehicle crime were higher than the MSF average, with results for burglary being in line with the MSF average.

Work in Progress

- Lancashire has identified a potential threat to scientific support with the introduction of a number of means for dealing with offenders outside custody. It has been acknowledged this could result in missed opportunities with respect to taking of fingerprints, DNA and photographs. In order to address this, work is ongoing with CJS in designing an off-site forensic kit.

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- Footwear identification has presented a training issue for the technicians, which they are trying to address through the national forensic training strategy board. The scientific support manager has been tasked with chairing a subgroup of the national forensic training strategy board to design and implement standards for footwear technicians, which will lead to fully accredited training. This will be the first accredited footwear training course in the UK. Skills for Justice have shown interest in this area. A regional footwear group has been set up to communicate progress. Currently 15 forces are attending this group including the Police Service of Northern Ireland and Scottish forces.
- The percentage of total detections from DNA matches/fingerprint identifications for total crime, burglary and vehicle crime were all lower than the MSF average, with the exception of fingerprint identifications for vehicle crime. The number of TICs associated with forensic matches has improved. The gap has narrowed considerably in relation to fingerprints for all crime (1% difference) and DNA for theft from a vehicle recovery (9% difference). With respect to fingerprints for theft from and theft of a vehicle Lancashire now exceeds the MSF average.

Areas for Improvement

- The constabulary continues to be frustrated by insufficient IT developmental resources. The work already commissioned has significantly improved its working practices. However, there is still much work needed to complete the suite of IT management systems.
- The below average examination of auto crime scenes is being addressed. The strict selectivity policy introduced by some divisions is being reviewed in association with the recommendations of the SWIM project.
- Despite recent setbacks with Ident 1 the fingerprint officers maintain their morale and constantly deal with the frustrations and difficulties engendered by the system without any sign of de-motivation.
- While there is sufficient technical support capability for covert operations, the FID is conducting a review of the constabulary structure of the technical support unit in order to provide greater resilience.
- There may be an opportunity to deploy PCSOs to improve service delivery by performing a number of different functions related to forensic issues either as a part of the G division or as a one-stop shop for victims, attending alongside CSIs.

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3E Criminal Justice Processes

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

Criminal justice processes continue to be at the very heart of how Lancashire does business. Without effective and efficient criminal justice systems (CJS) Lancashire believes it would be unable to provide an excellent service to those it serves. The constabulary has invested heavily in maintaining current processes and has embarked on an ambitious programme of criminal justice moving functions, changing processes, modernising the workforce and active engagement with criminal justice partners.

As a first step the constabulary has had to ‘put its own house in order’ and this has been done. It has then influenced other criminal justice agencies introducing a comprehensive suite of performance indicators and a meeting structure with key players from all agencies to agree targets and put actions in place that deliver the targets.

The principal driver for performance was seen to be the criminal justice reform agenda and focusing on the reduction of bureaucracy which restricts the performance and visibility of front line policing. The constabulary leads on the introduction of penalty notices and has strong strategic support in promoting this (1,000 penalty notices per month). Lancashire is comfortable in developing the wider use of notices by learning from operational experiences and including this learning in the policy and procedures adopted. Applying fixed penalty notices in appropriate circumstances can reduce the difficulties encountered in custody areas by queuing. This increases the availability of resources to meet demand. The resulting improvement in processing time has been supported by an administrative function which ensures that recording, PNC updates and DNA samples are completed without any additional burden being placed on the officer. This means that the officer can return to visible policing and attend to the needs of the community.

The constabulary has identified that the use of alternative disposal measures, such as conditional cautions, can reduce the number of cases brought to court. Simultaneously, offenders can be directed to solutions that are more effective in terms of problem solving, such as alcohol abuse inputs and domestic violence anger management programmes, as opposed to traditional court disposals such as a conditional discharge. This area is seen as one which the constabulary can develop. The effect on the number of crimes detected has been positive because of this initiative. In most cases offenders would choose to receive a conditional caution rather than go through the court process.

Strengths

- Lancashire is now seen as a national leader in several criminal justice initiatives and its input and expertise is actively sought. The constabulary is the national lead on penalty notices, conditional cautions and the legitimate diversion of offenders from the court process, and has been invited to brief the Solicitor General of its work.

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- The introduction of statutory charging and the effective trial management programme has been acknowledged to be among the most effective nationally. The constabulary's positive action in identifying performance shortfalls has influenced other partner criminal justice areas to do similar within their own organisations.
- The chief officer lead for the criminal justice portfolio is the ACC (criminal justice and standards) who, together with the Chief Constable, is a member of the LCJB, which is chaired by the head of HM Courts Service Lancashire.
- The head of criminal justice chairs several LCJB subgroup meetings including the communication and consultation group; is the senior responsible owner for the effective trial management programme (ETMP) and statutory charging, and has line management responsibility for the LCJB performance, communications and administration officers. Each month the head of criminal justice chairs divisional meetings in each BCU with the operations manager and district crown prosecutor to examine prosecution team performance including sanctioned detections and PTPM information. Resident CPS lawyers are available to staff for pre-charge advice, etc.
- The constabulary has undertaken a fundamental review of all criminal justice processes and where appropriate has managed change both in process and structure. Comprehensive procedure manuals are in place for all criminal justice processes and are subject to continuous review. All current national initiatives including the full introduction of the statutory charging scheme, ETMP, conditional cautioning pilot, introduction of penalty notices (a pilot area for penalty notices for 10 to 15 year olds) and witness care units have been effectively introduced. The case building function within criminal justice has been reviewed to complement the new court procedure rules, and timescales with other agencies have been agreed.
- Lancashire chairs a quarterly meeting held in each of the divisions where there are representatives of the magistrates' courts, Crown court, CPS and the Probation Service as well as the police operations superintendent and the local CJS manager. These meetings focus on area and local performance, compliance with corporate processes, target setting and holding people to account for agency performance. The constabulary has developed a comprehensive performance management framework.
- The divisional no justice group meetings monitor confidence, cracked and ineffective trial rates, sanctioned detection rates, statutory charging figures (PTPM), the number of 'failed to appear' warrants outstanding, offences brought to justice (achieved 2006/07 target in February 2006), cautioning rates, numbers of TICs, persistent young offender timeliness, guilty plea rates, timeliness and quality of prosecution files, discontinuance rates, attrition rates, confidence rates and many others. The 2005/06 target of increasing the offences brought to justice by 8% was achieved before the year started. All other criminal justice targets were met with the lowest ever ineffective trial rates in both the magistrates' and Crown courts, and the lowest number of fail to appear warrants outstanding.
- A fundamental review of criminal justice will achieve further cost savings of over £300,000 in 2006/07 and this follows efficiency savings made in 2005/06 by use of penalty notices of over £700,000.
- There is an active CPS lead on ASBOs and the constabulary takes every opportunity to use CRASBOs (anti-social behaviour orders issued by the court at the time of conviction of an offence) to reduce offending behaviour (50 arrests for breach of an ASBO in Lancashire in each month).

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- Lancashire continues to perform well on impending cases, disposal history entries and arrest summons entry statistics and is achieving PNC timeliness targets.
- Named case progression officers are in place in each BCU and regularly attend court-led case progression meetings at both magistrates' and Crown courts.
- Working with the resident judge, Lancashire has introduced a new initiative to maximise the admission of offences taken into consideration. A voluntary attendee scheme that is a direct alternative to arrest has also been successfully introduced.
- The constabulary target for confiscation orders of £1.4 million in 2005/06 has been achieved and the target for 2006/07 has been increased to £1.8 million.
- The head of criminal justice chairs the North West regional custody forum where the national doctrine for custody will be introduced. Full risk assessments have been completed for all custody sites and the constabulary works closely with the independent custody visitors to ensure the highest standards of care are maintained for those who are in custody areas. Lancashire has outsourced completely the custody jailer function and now has the highest number of staffing in their custody facilities with dedicated officers looking after the welfare of the prisoners. Medical provision is outsourced to a service provider and the contract ensures the highest standard of medical provision, including specialist expertise of the doctors and nurses when dealing with people in police custody and the specific risk they may pose.
- Each of the YOT offices within the constabulary area has a PNC terminal for use by the police officer member of the team.
- Custody management IT system C3PO has been updated to manage performance and continuity of the forensic aspect of dealing with prisoners.
- All custody suites have live-scan and VIPER units are incorporated. DNA is taken on arrest and the constabulary is taking the lead on the use of new portable DNA and fingerprinting kits for dealing with offenders outside of the custody area. This is an important consideration in the development of neighbourhood policing.
- Police bail processes are actively monitored particularly to track increases following the introduction of statutory charging. All custody sites have to maintain a managed process for dealing with those who fail to appear.
- The number of offences brought to justice increased during 2005/06 as did the number of sanction detection which was significantly higher than the MSF average.

Work in Progress

- Alternative means of disposal reduce opportunities to obtain fingerprints and DNA samples. Processes have been introduced to minimise the impact, although the DNA side is still being developed, due to some concerns externally regarding the legality and reliability of ambient DNA storage.

Areas for Improvement

- Lancashire believes there are still a number of quick wins that can be achieved by greater collaboration between forces and the constabulary is looking to develop these through the positive benefits that it has achieved from chairing the North West forces

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regional collaboration to introduce the 'safer detention and handling of persons in police custody' provisions.

- In some cases partnership working with other criminal justice agencies could be improved to ensure maximum benefits for service delivery, without disadvantaging the constabulary in terms of resourcing and change with no reciprocal arrangements provided by other agencies.
- There is a planned programme of improvements to existing custody facilities but some may require new operating centres and this is being considered with other capital projects. New builds in 2005/06 included a new custody centre for Central division and a similar upgrade in Northern division. The head of criminal justice chairs the North West regional custody forum where the national doctrine for custody will be introduced.

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BEST PRACTICE

TITLE: Dealing with offenders – alternatives to arrest and alternatives to putting people through the court process

PROBLEM: To increase the efficiency, productivity and visibility of operational police officers much work is being done in Lancashire to make offender disposals easier for operational police officers. The principal drive is to take cases legitimately away from the courts by using alternative non-court disposals.

As many areas have done we have introduced street bail, issuing penalty notices out of the custody office (e.g. in the street, store detectives office or the offenders home), dealing with suspects by their voluntary attendance at police stations and generally giving the operational officer more options other than the traditional arrest, into a custody office, then charge to court.

SOLUTION: Lancashire is leading the way in terms of alternative disposals other than charging and we were recently invited to meet with the Solicitor General to share our work with him.

Lancashire has increased the number of simple cautions administered, and has introduced conditional cautions, which will be significantly extended in 2006/7 as more diversion schemes are set up (interventions to include domestic violence, alcohol misuse, racist, homophobic behaviour, drugs misuse, neighbour dispute resolution, debt counselling/advice, etc).

Lancashire also leads the way in issuing Penalty Notices for Disorder (PND), promoting “out of custody” use. We issue over 1,000 a month; a third of these are issued without the person being arrested and brought into police custody. We are also involved in the 10 to 15 year olds PND pilot, issuing over a 100 month, two thirds of which are issued in the street or in the offender’s home.

These initiatives have been a major factor in achieving monthly sanctioned detection rates of over 30% for the last 4 months, and allowing us to bring record number of offences brought to justice at a time recorded crime in Lancashire is being reduced.

We can demonstrate that these improvements have been made with the same amount of resources just by changing processes and using performance management information to drive up BCU’s performance by bringing each area up to the levels of the best area.

OUTCOME(S): This initiative has been evaluated internally and we can demonstrate that our attrition rate from arrests had been reduced by 5% in the last 12 months. We have increased our out of custody issue of Penalty Notices now to 33%. We have record numbers of simple cautions and conditional cautions being administered and the numbers of cases going to the courts has remained stable demonstrating we have increased enforcement activity in Lancashire with static resources.

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4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

Lancashire has continued to develop its robust approach to tackling anti social behaviour. Lancashire has developed the use of ASBOs to tackle a wide range of concerns and has been identified in Home Office reports as developing good practice for using ASBOs to reduce street prostitution. The constabulary also led nationally on the issuing of fixed penalty notices for young people and has a fully computerised youth referral scheme.

The constabulary is able to identify, at an early stage, young people who begin to commit acts of anti social behaviour and make an intervention through the computerised youth referral scheme. This allows officers to track a young person and generate automatic letters when necessary to parents, schools and other interested parties identifying concerns for the young person in order to prevent him/her from continuing to spiral into criminal activities. The programme also allows officers to record acceptable behaviour contracts (ABCs) and any subsequent breaches. This information enables officers to gather evidence should the young person become the subject of an ASBO application.

Tackling anti social behaviour is a key element in the effective delivery of neighbourhood policing. To promote this, the constabulary has linked long-term problem solving with a focus on identifying and tackling signal crimes and disorders within neighbourhoods. Anti social behaviour is a key signal and by adopting this approach through neighbourhood policing, the intention is to reduce crime and disorder and increase public confidence in the police and partner agencies.

Strengths

- A clear strategic lead exists with the Chief Constable sitting on the chief officer's crime and disorder reduction board. The ACC (operations) leads on reducing PSA1 crimes, and is accountable for anti social behaviour performance. Lancashire was responsible for organising a countywide multi-agency conference in December 2005, concentrating on PSA1 volume crime such as criminal damage. All CDRPs were represented at the conference.
- The constabulary has an incremental and proportionate way to tackle anti social behaviour. The process, adopted constabulary-wide, ensures that every effort is made to tackle minor acts of anti social behaviour through the youth referral processes. The number of youth referrals, ABCs and ASBOs is constantly monitored. Dispersal orders are only employed when other tactics have not been successful. Lancashire has given a clear strategic lead to other agencies such as Lancashire County Council youth and community on the use of dispersal orders by providing workshops to encourage partnership working.

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- In Lancashire, virtually all ASBO applications are police led with all applications subjected to a quality assurance process via the constabulary legal department. This practice is recognised by the Home Office as one of national excellence.
- Last year the constabulary led on the first countywide anti social behaviour campaign Summer Nights. This brought a large number of key agencies together to reduce alcohol-induced anti social behaviour. During the summer months, large-scale test purchasing operations with trading standards were held, and health agencies publicised the health risks of binge drinking. A communications strategy was developed and extensive use was made of the media to inform and reassure local communities of the campaign and its successes. A similar operation is planned for 2006.
- Lancashire has also embraced other recently introduced anti social behaviour legislation such as crack house closures. The constabulary has had three 'Together Academy' sponsored workshops, which has led to 60 such closure orders. In addition, ASBOs have been linked to closure orders to ensure individuals who use premises for anti-social purposes are also targeted to prevent them from continuing to inflict harm on local communities.
- The constabulary can 'track' a young person through the levels of anti social behaviour via its youth referral scheme. The scheme allows contact with a young person to be recorded with three different levels of intervention. Should it then be appropriate to agree an ABC with a young person, this is recorded.
- A series of one-day multi-agency seminars have been held involving LANHPAC (Lancashire Partnership Against Crime), registered social landlords, Lancashire fire and rescue service, Lancashire County Council and police officers to make them aware of the impact of anti social behaviour legislation. In addition, all new officers and PCSOs receive training on anti social behaviour legislation and problem-solving techniques. Legislation training is also extended to the wider police family with training delivered to all community firefighters. All new youth magistrates also receive an input about risk factors for young people such as mental health.
- The constabulary holds quarterly informal 'knowledge cafes' which are attended by anti social behaviour practitioners be they police officers or outside partners such as the CPS and CDRPs. This allows practitioners to discuss practical issues around anti social behaviour in an informal setting, which not only flags up good practice but also identifies blockages in the system.
- Every CDRP area has a prevent and deter group which comprises YOT, police, youth and community, education and other local voluntary sector groups. These meet and study the case history of young people coming to the attention of these services and put together an action plan to prevent them from committing anti social behaviour acts. Referrals for ABCs, etc are identified through the youth referral scheme and passed to the group to ensure an ABC is suitable for that young person.
- Lancashire engages positively with young people in both a targeted and universal way. Police cadet/academy schemes are managed in Burnley and Blackburn. The constabulary has five officers seconded to the Prince of Wales Trust running approximately 38 schemes a year. The Northern division operates a junior crime prevention panel. LANHPAC has a young citizen of the year award, which celebrates the good work that young people do in their community. A youth strategy has been developed which promotes engagement with young people.

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- Anti social behaviour is reflected within NIM products. It is considered at constabulary, BCU and neighbourhood/ward level tasking and co-ordination fora. As a result of PACT, anti social behaviour concerns are now reflected at neighbourhood, level 1 and level 2 NIM. Through neighbourhood policing, the ethos is about tackling anti social behaviour through local officers working with the public and partners. Where, because of the nature or extent of the priority, this cannot be achieved, support can be requested from BCU TTCCG or from CDRP delivery groups.
- The BCS fear of crime percentage worried about vehicle crime and violent crime was slightly lower than the MSF average. Using the BCS data the perception of anti social behaviour is also lower than the MSF average.

Work in Progress

- The constabulary recognises that enforcement is only one aspect of anti social behaviour. A youth strategy has now been agreed and a plan is being developed to implement the strategy, which is based on ACPO's 'Never too Early, Never too late'.

Areas for Improvement

- A further area for development is the need for consistency in the delivery of ABCs across all divisions. Currently, there is a degree of inconsistency that could undermine any application for an ASBO and work is ongoing to rectify this issue.
- Criminal damage per 1,000 people decreased slightly during 2005/06; however, latest data shows Lancashire remains above the MSF average.

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4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year's results; the direction of travel reflects HMIC's judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

Contextual Factors

The constabulary has a footprint across the arena of public protection and has invested heavily in dedicated resources with constabulary-wide coverage in all elements of public protection, bringing together child protection, domestic violence, and high risk offender management under one roof. The six divisions are supported by three PPUs, which operate on a cluster cover basis, straddling two divisions each. This complements the current cluster arrangements for FMIT cover across Lancashire. The units are aligned under divisional line management and each discipline is supported by clearly identified specialist line managers at detective sergeant level. This approach is further supported by the unit detective inspectors each having a constabulary-wide thematic lead for one of the three major disciplines.

Work is underpinned by a small, centrally based PPU support team, which takes responsibility for managing policy and strategy development as well as compliance. The central team encompass the constabulary strategic lead for missing persons as well as providing consistent corporate representation and engagement at strategic multi-agency partnerships across the constabulary area (ie, Local Safeguarding Children's Board). The central team comes under the command of the FMIT and is drawing together investigative and preventative approaches to major crime and homicide.

The ambition is to evolve the existing PPUs from the current reactive position to an outward-looking proactive resource. This is already happening in some areas with successes

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surrounding the targeting of prolific offenders on a 'top ten' approach, as well as utilising the risk assessment process to target those who pose the most serious risk.

Strengths

- There have been structural changes to the way protective services are delivered. Public protection issues have been given to SIOs within the FMIT framework to provide strategic leadership and to shift the focus around. For example, the management of risk around domestic violence has been realigned around homicide prevention.
- Partners are very positive about the constabulary approach to information sharing including access to systems. This is done in an open and professional way with an expectation that agencies will respect the constabulary systems and data. Protocols are effective and confidence and trust exists between partner agencies. Partners refer to really creative and innovative interventions carried out by the constabulary and a real willingness to understand the issues, to take a holistic view and to demonstrate sympathy with other agency values. Partners in protecting vulnerable people are consistent in their view that relations with Lancashire Constabulary are positive, productive and have continuously improved over a number of years.
- The PPUs have embraced NIM principles to ensure a robust approach to the tasking and co-ordination of activity surrounding crimes against children. Daily meetings take place where a review of incoming/ongoing work in each unit is chaired by the team referral manager.
- A suite of performance indicators exists for PPUs derived from NCPE guidance which will support PPU development.
- Lancashire has piloted the ViSOR database for the management of sex and dangerous offenders. This is now fully implemented across the constabulary and as such all the PPU sites, together with a number of others, have been examined and made secure. ViSOR is a crucial tool in the public protection armoury.
- The MAPPA co-ordinator's post based within the SOCU is jointly funded by the constabulary and probation and works directly with public protection support. This appointment has been heralded as good practice and is mirrored elsewhere. The constabulary and other responsible authorities have developed a North West regional public protection meeting that enables a strategic response to the management of risk. Lancashire also contributes to the jointly funded North West region public protection risk seminar. The constabulary has contributed significantly and allocated resources accordingly to ensure appropriate representation at MAPPA meetings. Detective inspectors conduct initial level 2 and level 3 meetings, they also conduct reviews of level 3. Detective sergeants conduct level 2 reviews.
- Relationships between the statutory partners in the MAPPA process are positive and productive. During the last five years there has been a greater understanding and engagement between Lancashire Constabulary and probation who feel better supported.
- Lancashire has pioneered a 'strategic board' for missing persons. The board consists of the directors of children's services for each local authority together with a NHS chief executive. The board is overseeing several work strands including:
 - police/local authorities/NHS protocol development;
 - developing electronic reporting of missing person cases;

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- sharing of case management and performance management information between agencies; and
 - developing the existing police performance management into a joint performance management regime.
- Lancashire's missing-from-home policy has been commended in the international Goldstein Award and has helped shape the NCPE doctrine approach to missing from homes. The National Missing Persons Helpline has described Lancashire as the leading force in this field. Procedures are held within the constabulary's SLEUTH database and allow for quick time, properly risk assessed activity to take place following reports of missing persons. The constabulary is taking the regional lead in implementing Child Rescue Alert.
 - Lancashire is now in the second year of missing person performance management. Recognising that 52% of all cases investigated involve people who have been missing three times or more, the constabulary developed and piloted an initiative to try to reduce the repeat occurrences. This involved partnership, problem solving and performance management and has led to demonstrable reductions year on year. The project won The Children's Services Award in *The Guardian* newspaper Public Service Awards for 2005 and was placed runner up in the Home Office Tilley Awards in 2005.
 - All members of staff have ready access to the missing person toolkit, which is a very comprehensive guide to policy procedure and protocol relating to missing persons. It also details many tactical options for consideration in all missing person cases. Many parts of the toolkit were rewritten to ensure compliance with NCPE doctrine. The toolkit is regularly amended and kept up to date based upon new guidance and experience.
 - Operation Awaken is considered an area of good practice and emphasises the benefits of multi-agency co-location. This originated from a desire to better understand and analyse the causes associated with children being reported missing who are subject to sexual exploitation. As a consequence, a multi-agency team was established in Blackpool police station to address what is a considerable problem. Police, social workers and health have developed a number of tactics and interventions following formal problem analysis. These included:
 - identification of problem locations (honeypots) and appropriate high visibility police patrol to prevent offences;
 - working with care homes to reduce the instances of vulnerable children going missing and increase knowledge of the problem;
 - examining single paedophile activity;
 - focusing on those considered the most vulnerable;
 - giving advice to establishments that could attract vulnerable children into the sex trade;
 - exploring the illicit use of computer systems by perpetrators of child exploitation;
 - ensuring that those potential offenders that have yet to be convicted are fully considered;
 - tactical responses such as joint visits to missing persons often resulting in child witness interview and arrest of offenders;
 - the use of the Child Abduction Act, 1984 to warn and prosecute those that harbour children for the purpose of illegal activities;
 - the use of other agencies' powers to disrupt offenders activities;
 - actioning of long-term victim support; and
 - offender and victim profiling combined with academic research to validate the results of the project.

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- It is hoped that this operation will eventually be mainstreamed into the work of the PPU and extended across the constabulary.
- Policies and procedures have been subject of dedicated review and enhancement. The ambition is to refine an emergency plan aimed at drawing in and utilising predominantly media resources in the event of a high-risk child missing person, abduction, etc. A mobile data project is testing the missing-from-home system being available to patrolling officers on PDAs to allow prompt action.
- A determined domestic violence strategy, together with supporting procedures, is in place. This has recently been redrafted and encompasses the NCPE investigation guidelines and police perpetrators policy.
- This has resulted in significant progress in increasing the emphasis on domestic violence. The quarterly performance review now involves a series of indicators supported by the corporate ICT performance framework that includes a comprehensive analysis of domestic violence. Efforts have been made to raise the awareness of domestic violence issues among operational police officers and partners have acknowledged improvements in the effectiveness of interventions.
- The constabulary has implemented dedicated domestic violence investigation 'STAR' packs to assist officers with initial enquiries promoting consistency and quality. This is based on the successful packages used as part of the street crime initiative.
- The percentage of domestic violence incidents with a power of arrest where an arrest was made increased during 2005/06 and was above the MSF average.

Work in Progress

- The public protection strategy is currently being written as part of the new overarching crime strategy. The high-risk offenders' policy and roles and responsibilities documents are also in the process of being rewritten; however, the constabulary is awaiting the NCPE codes on public protection before it is fully completed. This is in line with discussions that took place during the HMIC thematic inspection in November 2005, when it was agreed that it would be appropriate to delay the policy in the circumstances.

Areas for Improvement

- The constabulary needs to satisfy itself that the strategic priorities for protecting vulnerable people have an appropriate profile throughout the organisation and that all of the elements are in place to drive this agenda.
- The constabulary needs to reassure itself that the current public protection framework meets the needs of the organisation to provide services of a consistent high standard across the organisation and in line with constabulary policy. In particular, the constabulary should ensure that lines of management responsibility are clearly understood.
- The constabulary needs to ensure that the allocation of resources to manage all areas of vulnerability is appropriate to the current levels and variations in demand across the constabulary area. A re-examination should take account of emerging demand for the protection of vulnerable adults and include the requirement for back office staff to handle calls, administer business processes and maintain databases.

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- While there are a number of key processes and procedures, the constabulary does not have a current and consistent policy for dealing with high-risk offenders, the development of which has been delayed awaiting NCPE codes for public protection.
- The constabulary lacks the clarity of a dedicated central point of contact for the ViSOR database, the majority of functions being performed by one of the divisionally based PPU detective sergeants. It is anticipated that this temporary measure will be addressed with the realignment of the central PPU support team under the command of FMIT.
- There is a need to achieve a better alignment of the risk assessment processes employed by the police, prisons and probation.
- The constabulary needs to satisfy itself that there is an appropriate level of adherence to occupational health checks for PPU staff.
- Relationships with non-statutory partners are less positive and can have a negative impact on the effectiveness of the process, eg difficulties in housing offenders leaving custody can become a MAPPA issue in order to raise the profile of the case. In this case the information will be presented as a security problem when in reality the issues are about housing.
- There is a need to reinforce the intelligence links between the work of public protection and neighbourhood policing, and to ensure that the responsibility for early effective intervention is clearly understood across all areas of vulnerability.

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5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

Lancashire continues to deliver sustained performance against target for its call-handling operation, and is now broadening out the contact management functions to incorporate the significant advantages drawn from the eager adoption of the national call-handling standards and HMIC's First Contact report. These changes are overseen by chief officers and the police authority through a series of structured meetings and action plans.

The constabulary has an established contact management strategy which has drawn praise in First Contact, and is a willing participant in Wave 2 of the SNEN in conjunction with local authorities, and through links with neighbourhoods. This will present the constabulary with an opportunity to review the number and structure of contact centres.

Recent achievements in Lancashire have included the introduction of a quality monitoring scheme for call handlers (based on the standards framework); access to the frequently asked questions database; adoption of the call grades and definitions; significant work on customer profiling; introduction of improved demand management techniques based on the standards; adoption of best practice framework, and adoption of the recommended performance measures including the challenging non-emergency call-handling target.

Planned technological changes for 2006 include the adoption of SMS text contact and linked multi-media services in order to improve the channels of communication with customers, and a new internet site in which postcode information can be entered to return details of local community meetings and contact details for local officers.

A further development has been the adoption of HMIC self-assessment framework criteria to monitor and develop each of the six communications centres, and this process takes place every three months. The constabulary is keen to work with neighbouring forces and has set up and chairs a regional contact managers forum to share best practice, work smarter and provide an opportunity to maximise greater resilience with neighbouring forces.

Local resource management processes are being strengthened by the introduction of a new duties management system, and a trial is planned for early 2006 in one of the divisions to use GMT Planet for contact centre resource management as recommended by HMIC's First Contact report. It is also planned to replace the command and control system in 2006, and the constabulary is taking the opportunity to ensure that the final product dovetails with the neighbourhood and SNEN agenda as well as supporting the needs of any restructured organisation.

Contact management is strongly linked to neighbourhood policing. Access to policing services is seen as a key principle in the development of neighbourhood policing. Key

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strategic priorities are used to drive the agenda. Developments in accommodation and mobile data are examples of how this is put into effect.

Strengths

- Sustained performance against target; eager adoption of national call-handling standards and HMIC's First Contact report; strong chief officer and police authority support and oversight; mature contact management strategy including PASS service standards; significant work around quality of service; willing adoption of tough national performance standards backed by appropriate auditing and monitoring arrangements; positive adoption of and encouraging use of NSIR data; enhanced use of technology including replacement duty states system; mobile data; and new internet site.
- The call management policy has explicitly moved the constabulary away from 'communications' and more towards intelligent 'command and control'. The policy employs the NIM to inform deployment decisions, and this has been cited as national good practice within the First Contact report.
- The constabulary uses dynamic resource managers to assess the type, amount and urgency of incidents, and make interventions with local supervisors to ensure that incidents are resourced. Call handlers are briefed about NIM priorities, and centres can feed any activity back into the local NIM. Local PACT priorities are distributed electronically to call handlers and to customers using the intranet.
- PASS exceed the requirements of the call grades and definitions set out in the national call-handling standards. It grades incidents, and times the actual response based on the needs of the caller, and then supports these through robust resourcing processes in the divisions. Information on vulnerable victims is presented to call handlers through the command and control system at the point of interaction.
- Lancashire has introduced a contact management unit under the direction of the DCC, who also chairs the call management board which has police authority representation and oversees/guides contact activity. Local divisional commanders are responsible for their call management performance and are answerable to the ACC (operations) through the quarterly review process. A contact manager is now in post in the corporate development department, and works to the board and with local communications centre managers to provide independent monitoring of performance and development of policy and procedure, and develop operational good practice.
- An implementation plan for maximising the benefits of the national call-handling standards has been adopted. Recent achievements have been the introduction of a quality monitoring scheme for call handlers (based on the standards framework); access to the frequently asked questions database; adoption of the call grades and definitions (PASS); significant work on customer profiling; introduction of improved demand management techniques based on the standards; adoption of best practice framework and adoption of the recommended performance measures including the challenging non-emergency call-handling target.
- A contact centre strategy has been in place for two years and is an established part of business. Each communications centre has a quarterly review of its activity undertaken. The constabulary models demand using 'Shift planner' software, and local demand managers are now in place in each centre to provide staff to meet demand, and plan other activities such as briefing, training and planning. Dynamic demand managers are employed at key times to provide links to operational activity, ensure incidents are

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resourced properly, and that local NIM activity is properly actioned by the communications centre.

- The constabulary has further enhanced its customer surveys to profile recent customers and has now begun to feed back customer experience data to change the way it delivers its service, particularly anti social behaviour. This key data, together with supporting evidence and explanatory information, is used to form part of the independent monthly review carried out by the CMU and informs the ACC (operations) performance meetings with local commanders. The data is used locally by each division to maintain standards, and fed back to team leaders and staff to inform PDR priorities.
- The call logging system (Symposium) is used to provide daily, weekly, monthly and other bespoke reports on performance about all aspects of the telephony system including individuals, call profiles, and service targets. Live-time performance information is displayed in each communications centre through the GRTD system.
- The 'Quality Counts' programme has benchmarked much of the constabulary's work around the ideal customer experience. A new website has generic and local information provided in minority languages, and Lancashire is the first police force to use 'signed' video on the internet to aid hearing impaired customers; in addition the constabulary already subscribes to the language line, and uses the BT talk-type service; the main front desks have hearing-aid loops.
- The PASS graded response protocols have a dedicated one hour response time for vulnerable victims of non-urgent incidents, and performance in this area is monitored and fed back to the divisions as part of the performance culture. A dedicated young person's website will be developed in 2006 once the main new website has been completed.
- During 2005/06 the constabulary has improved the recruitment and succession planning arrangements for contact handling staff, and has promoted the use of divisional commendations for existing staff who demonstrate exceptional work. Staff participation and feedback is through dedicated focus groups and the constabulary's award-winning EFQM process, and this information is used to improve the service.
- Communications centre disaster recovery arrangements are slightly easier in Lancashire since the structure employs six dedicated call/dispatch centres, plus a 'spare' centre to facilitate the 'decant' from any room. The fallback to the 'spare' centre by any 'live' centre has been tested regularly during 2005/06 as part of unplanned emergencies (fire evacuation) and planned closure (replacement of ICCS systems). Fallback arrangements from the 'spare' centre to operational space in 'live sites' were also tested in October 2005 and February 2006 as part of preparations for the political party conferences hosted in Blackpool.
- Within BCUs, there are dedicated resource managers for the communications centres (BCU-based) to ensure that service levels and known demand are supported by sufficient staff. HR teams on each BCU deal with existing communications centre staff, and the smaller nature of each centre allows for personal knowledge about individual circumstances ensuring that centre members of staff are part of the divisional 'family'. Corporate HR involvement extends to a close working relationship between each centre in order to plan for vacancies, training courses and targeted recruitment campaigns. Monthly information provided by each centre allows secondments, sickness and maternity vacancies to be tracked, as well as tracking staff who plan to leave, and monitoring reasons through exit interviews.

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- The percentage of 999 calls answered in target time was above the MSF average in 2005/06.

Work in Progress

- An implementation plan is being worked through to check compliance with the main principles of HMIC's First Contact report. Lancashire is largely compliant with many of the First Contact recommendations, and clear plans are in place to deliver those recommendations that need addressing. This includes the introduction of SMS text contact; the setting up and chairing of a regional 'contact managers' forum to share best practice and work smarter and provide greater resilience with neighbouring forces; and improved recruitment and succession planning arrangements for contact handling staff. Both the national call-handling standards document and First Contact form the basis for current and planned activity that is overseen by the board and the DCC.

Areas for Improvement

- The main command and control system will be replaced in 2006, and this will incorporate EISEC software and XML sharing of data between other compatible command and control systems (police/Highways Agency). CRM software is also being considered as part of the recommendations of the BVR into quality of service, and funding has been set aside. SMS Text facilities will be introduced in 2006 through a dedicated short code and auto-reply service. This will also enable keyword services to be introduced (information about local neighbourhoods, immediate reporting of football intelligence, information about job vacancies, etc).
- Work is under way to introduce the GMT Planet workforce management software to replace 'Shift planner' based on good practice by West Midlands Police. Lancashire is an 'SNEN Wave 2' partner; a project is already under way with partners to define what the SNEN service will be. It is intended to use this to plan how the contact centre function can link to proactive work by all partners to better serve customers using a multi-agency NIM, all resources on the ground, data sharing via NSIR, and feedback into contact centre activity.
- More work still needs to be done on ensuring corporacy in the six communications centres, and the efficiencies that could accrue from more shared working. The challenge posed by reorganisation should not be underestimated since this is a vital part of the business for customers and staff, and the constabulary has previously suffered with poor and rushed implementation and has no desire to repeat this. Workforce management could be more proactive, hence the trial with GMT Planet, but care needs to be taken that the contact centre functions do not become detached and remote as far as the rest of the organisation is concerned. Care also needs to be taken to ensure that the planned introduction of new technology can be managed at a speed that is appropriate to other demands, and delivers clear business benefits which themselves are clear from the outset.
- There is concern with the NHPTs that communications centres and their own priorities are not fully compatible, leading to incidents being resourced to facilitate the speed of call-taking rather than appropriate deployment.

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5B Providing Specialist Operational Support

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

The operations department provides support to the constabulary through use of its own specialist resources, firearms, mounted and air support. This is managed through the constabulary level 2 tactical tasking process which is chaired by the ACC (operations). The process ensures that specialist resources are deployed in an intelligence-led way to the areas of greatest need taking account of their specialist skills. Operations also co-ordinate the constabulary's response to major incidents which can include special events, football matches, homicide enquiries and level 2 public order requirements. One such specific operation is Nimrod, which is resourced via operations support that has developed a close working relationship with the SOCU.

The department's performance is monitored through tactical tasking and a quarterly performance review regime chaired by the ACC (operations). The department has responsibility for the scanning function of the constabulary. This function ensures that critical issues are identified whether they are of a local, regional or national nature, and ensures that the necessary response is put into place. This can range from tasking of further intelligence to the calling of a constabulary joint advisory group meeting chaired by chief officers.

The department is now responsible for firearms training and the provision of tactical advice. The current focus is to deliver compliance with the NCPE codes by November 2006. Significant progress has been made across the codes. The department has responsibility for several policies which they review in light of developing national guidance, etc. Specifically, recent policies relating to firearms and roads policing have been a focus. The gap analysis for NCPE compliance has been undertaken, the constabulary is a national lead in a number of areas, but where there is need for action a plan has been developed, and this is monitored by the ACC's firearms steering group.

The constabulary employs a suitable range of less lethal options that are routinely available for firearms staff across the disciplines, ie Special Branch, armed response vehicles and firearms teams.

A small central team in uniformed operations undertakes environmental scanning and collates demands for support services and effectively co-ordinate responses to support operational policing, for example the visits of the Queen and Condoleezza Rice. In addition, there is evidence of effective co-ordination against serious organised crime originating from other forces including cash in transit offences.

Strengths

- Lancashire has an agreed and documented capability assessment framework, which led to ten identified action plans. The command issue has recently been before the STCG

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and eight chief inspector silver commanders have been appointed, together with eight superintendents and three ACPO gold commanders.

- The constabulary complies with the ACPO manual on police use of firearms and the national police firearms training curriculum. The constabulary's compliance with codes is monitored by the firearms steering group, chaired by the ACC (operations).
- A threat and risk assessment previously produced indicated a potential reduction in the number of authorised firearms officers (AFOs). However, after the incidents in London in July 2005 that decision was reviewed and reversed. A firearms threat assessment and problem profile has been completed by the intelligence department which may well amend that threat and risk assessment further.
- The ACC (operations) chairs the Lancashire Resilience Forum (LRF). The superintendent (operations planning) chairs the general purposes subgroup of the LRF and this meets bimonthly and additionally on an as-required basis. The Civil Nuclear Constabulary has agreed that Lancashire Constabulary represents them on the LRF; however, British Transport Police are full members in their own right. GONW are represented on the full LRF and the general purpose subgroup. This means there is regular dialogue and discussion at meetings about issues to be taken to and brought from the forum. This co-operation was exemplified in the Northern Synergy exercise when the constabulary's consequence management exercise involved many LRF partner agencies and was constructed and implemented together with the Cumbria and Merseyside forces. Within the constabulary a 'disaster resilience group' meets to ensure internal processes and procedures relevant to disaster management are scrutinised and joined up. Although predominantly police-oriented, the fire, ambulance and local authority attend to gain a better and more in-depth understanding of the police processes. Lancashire is also represented on the LRF standing sub-groups of the voluntary services, local authorities, food response, chemical and chemical, biological, radiological and nuclear (CBRN)/decontamination to ensure a wide diversity of emergency arrangements fall within the scope of the constabulary. In addition, the constabulary currently holds the ACPO nuclear lead, through the DCC, and is represented locally at emergency planning forums with the site operators and nationally at the Department of Trade and Industry's nuclear emergency planning group.
- Multi-agency training has been carried out since the summer of 2005. To date, eight courses of 30 students each have been held. The courses are delivered by the constabulary, fire and rescue, and local authority emergency planning to members of those organisations plus agencies such as the coastguard, etc as required.
- Lancashire has a proven track record of hosting political party conferences at Blackpool. The constabulary has been instrumental in the introduction of the multi-agency initial assessment team (MAIAT) vehicle. The constabulary, fire and rescue, Lancashire ambulance and a representative from the county analyst department are all represented. The vehicle is used as a first responder to road traffic accidents, casualties and potential CBRN incidents at major events.
- Lancashire's structure provides a single point of contact for the deployment of operational resources that are controlled by the centre as well as for the co-ordination of constabulary resources. A performance management regime is in place which ensures the effective deployment of resources and accountability. This is managed through formal presentations to tactical tasking and quarterly performance reviews by the head of operational support services.

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- The ACC (operations) leads on operational policy and practice in the police use of firearms and less lethal weapons and chairs a bimonthly firearms steering group which includes standing items in relation to code compliance, safety critical issues and training. Firearms officers are trained and assessed in accordance with national standards. Regional collaboration continues in respect of mutual aid arrangements which will provide dynamic intervention capability. The constabulary threat assessment for the police use of firearms is continually reviewed and informs the constabulary approach to its firearms provision.
- A full review of firearms command structures has resulted in the formation of a reduced silver cadre of silver commanders at chief inspector level. This ensures training is supplemented by appropriate exposure to live incidents. Bronze commanders have been identified and trained and will form part of an on-call rota by July 2006.
- Appropriate arrangements are in place for tactical advice without the need to have a call-out from home system. Officers have been allowed to design an appropriate and effective rota that ensures availability and quality of life for members of staff. Training and TAC advisers are integrated to ensure that operational experience and training advice are consistent.
- The firearms training department is recognised regionally and nationally and provides training for other forces.
- Police staff firearms enquiry officers have been appointed to better manage the large number of enquires associated with firearms licensing (35,000 legally held firearms and 16,000 certificate holders). This improves the timeliness and consistency of the process, and ensures that necessary checks on firearms security are undertaken and removes a burden from operational firearms officers. This has the added advantage of improving citizen focus.
- Public order resources have been tested operationally during the course of the year (G8) and have been congratulated at the highest level for their professionalism.
- The implementation of neighbourhood policing has identified discrete neighbourhoods within the county and further analytical development of this is helping to progress understanding of these communities, their needs, expectations and vulnerabilities. An additional example is seen in the newly introduced Special Branch briefing officer roles that are further developing understanding of the communities and the 'golden thread'.
- The PERC (political/economic/racial/criminal) intelligence collection system is generally implemented in each division with each submitting weekly returns to the diversity unit, corporate development, for assessment and inclusion in the weekly scanning document (including a threat level assessment). Where appropriate, divisions have established dedicated teams responsible for monitoring community tensions and all divisions have excellent links into communities allowing the monitoring of tension indicators, with a supporting process to initiate appropriate responses.
- Each division has an IAG consisting of diverse community members. These groups are consulted regularly, although their remit is far wider than public order. On a more local level CBMs regularly hold PACT meetings with local residents at which local priorities are agreed.
- The constabulary emergency planning officer, working in partnership with agencies over a considerable period, has established clearly defined roles and responsibilities documented in comprehensive contingency plans held by the constabulary and

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accessible through the constabulary intranet. These plans are tested and strategically monitored through Lancashire Major Incident Co-ordinating Group (LANMIC) and more recently through the LRF.

- A community risk register for Lancashire was produced by a subgroup of the Lancashire resilience forum – the risk assessment working group. The county council chairs this group and the constabulary, as a member, plays a full part, taking the lead assessor role for a number of risks. The final community risk register document was agreed by the forum as a whole and published for viewing at www.lanmic.org.uk. LANMIC was established in 1994 on a voluntary basis but has now expanded into the full Lancashire resilience forum under the Civil Contingencies Act.
- Media training has been given to relevant neighbourhood policing staff helping them to be confident when addressing the media, maintain appropriate corporate standards and ensure opportunities are taken to promote good work and inform both the public and staff internally of intended developments.
- The number of authorised firearms officers is higher than the MSF average. The number of incidents where firearms were authorised was in line with the MSF average.

Work in Progress

- The work towards NCPE code compliance continues, and issues of command and control will be finalised by June 2006 with full compliance programmed for November 2006 or sooner.

Areas for Improvement

- The constabulary has identified that mutual aid commitment and public order training require review.
- The procedures document is under review. The computerised system is being progressed, but in the interim a revised firearms incident form has been produced and will provide much more timely and accurate information. The standard of the completion of the forms will increase with the increased experience of the reduced number of firearms commanders.

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5C Strategic Roads Policing

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

The constabulary is committed to reducing road casualties and providing a proactive roads policing service on the county's road network, to both detect and deter criminal activity. Lancashire recognises the key role roads policing resources have in tackling crime and protecting the public. Lancashire has adopted the national roads policing strategy and has incorporated all the key themes into the constabulary's own roads policing policy.

There is an appropriate focus on both level 1 and level 2 criminality, and denying criminals use of the road is a principle objective.

The constabulary recognises that a key enabler for reducing road casualties is to change road user behaviour through effective education including training and publicity. The constabulary pre-plans forthcoming campaigns in line with national campaigns to maximise media opportunities and has a number of key themes throughout the year tackling road safety, for example the seat belt and mobile phone campaigns.

Enforcement is intelligence led and targets locations, offences and persistent offenders in order to improve road user behaviour and thereby reduce casualties. The philosophy in Lancashire is to initially target offenders through proactive education. However, it is recognised that not all road users will be deterred in this way and that enforcement will be the next stage in changing road user behaviour.

ANHPR is fully integrated within roads policing departments and each division across the constabulary has ANHPR capability. In addition the constabulary has been successful in SR2004 funding and by the end of June 2006 all divisions will have ANHPR-enabled CCTV systems. ANHPR is utilised to target those drivers who continually flout the law and who use the road to commit further criminal activity. The constabulary utilises in excess of 37 databases from a number of police forces and agencies. ANHPR is also used as a tool to target persistent traffic offenders, offenders who commit vehicle documentation crime and serious traffic offenders such as disqualified drivers.

The constabulary has a strong focus on the role of roads policing in the prevention of terrorism and domestic extremism. In October 2005, Lancashire's RPU organised a two-day conference on the role of roads policing officers in deterring and preventing potential terrorist attacks. This was attended by a number of forces and agencies across the region. Although there is a devolved structure across the constabulary, Lancashire has a centralised accident investigation unit, motorway unit and a dedicated ANHPR team which supports divisional activity at both level 1 and 2.

The roads policing function is tasked via the NIM and the constabulary has reviewed its control strategy and added roads policing onto the strategy. In addition, roads policing is now featured on a number of divisional control strategies.

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The constabulary recognises the role roads policing plays in creating safer, secure and stronger communities and has aligned roles and officers to particular neighbourhoods across the area. In addition, the constabulary has, in partnership with Lancashire Road Safety Partnership, streamlined its process for identifying sites of community concern and put into place a more flexible approach to respond to communities' requests for speed enforcement by the safety camera partnership.

Strengths

- The chief officer team shows visible leadership to roads policing by periodically working alongside RPU's and ANHPR intercept teams and heading up constabulary-wide and national campaigns. The DCC and the ACC (operations) jointly launched the new roads policing policy.
- The constabulary has improved performance in relation to drink driving campaigns, and over the last three years there has been a significant number of large scale co-ordinated campaigns headed up by ACPO. This has led to the constabulary bucking the national trend and seeing a decrease in the number of positive breath tests and an increase in the number of tests conducted, which is attributed to the strong focus within the constabulary on drink driving. This was actively and financially supported by road safety partners.
- Quarterly performance reviews are conducted by the ACC (operations) which look at each division's performance in relation to road casualties and killed or seriously injured (KSI) targets. The review also looks at roads policing initiatives and evaluates the impact of the roads policing policy in each division.
- Lancashire has a much-focused roads policing policy and dedicated roads policing staff. ANHPR is fully exploited and the constabulary has been seen nationally as a leader in a number of ANHPR initiatives. Lancashire has recently celebrated its 2,000th arrest as a result of ANHPR. The constabulary utilises 37 ANHPR databases, which include PIKE. Regular operations are held at the check site targeting level 2 criminality. In addition each BCU has a dedicated officer to look at HGVs. Best practice is disseminated both within the constabulary and nationally. ANHPR is being integrated into CCTV systems and the ANHPR teams are in the process of using PNC via Airwave mobile data, and will be taking part in a pilot of 'Lantern' which is the process of fingerprinting at the roadside.
- The constabulary has established a multi-agency casualty reduction group which looks at the deployment of resources to target specific speeding issues within communities. The Lancashire Road Safety Partnership project board, of which the constabulary is a member, ensures that safety cameras both static and mobile comply with national guidelines. Effective partnership working is being progressed to achieve the 2008 targets for collision reduction; the work with local motorcyclists is of particular benefit.
- Roads policing resources are fully tasked and support national campaigns. The constabulary fully engages with the media and sees it as a useful forum for disseminating educational messages.
- The constabulary has a large number of proactive partnerships, eg VOSA (Vehicle and Operator Services Agency), road safety groups and highways, and these partners actively engage with road safety initiatives targeting casualty reduction. The constabulary co-ordinates a number of educational programmes and involves a number of community leaders in the campaigns, in particular hard-to-reach groups.

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- The constabulary has fully implemented the road death investigation policy and continues to run a number of development days for both family liaison officers (FLOs) and SIOs. SIO cover for fatal collisions work a roster that negates the need to work excessive hours.
- The constabulary has the ability to cope with predicted and unexpected demand, with a number of incidents on the motorway that have resulted in the closure of the motorway for over 24 hours.
- Community Road Watch (CRW) has been piloted in three divisions in Lancashire and has recently been evaluated. The aim will be to incorporate the Watch into neighbourhood policing, with the development of CRW teams who will be deployed in local neighbourhoods to impact on traffic offenders through education and advice on speed, seat belts and the use of mobile phones while driving.
- Community intelligence is fed in from the public through PACT meetings. A best practice recommendation from the new roads policing policy is to consider the alignment of roads policing officers to NHPTs.
- There is a clear health and safety monitoring process in place which monitors the amount of cases undertaken by the FLOs, which has a grading system of green, amber and red. Each division has a FLO co-ordinator supported by a centrally based co-ordinator within the central RPU. A number of respite days have also been facilitated and mandatory welfare checks have been introduced.
- Lancashire is actively involved in diversionary schemes such as the driver improvement scheme and speed awareness course, and has also developed with partners a new RIDE scheme aimed at diverting motorcyclists to education rather than prosecution. The RPU has forged strong links with local businesses, schools and colleges to promote 'Drive to Survive'; an initiative aimed at young drivers aged 17-25 years. There has also been a specific campaign aimed at more diverse communities such as the 'Eid Speed' campaign.
- The constabulary supports a number of multi-agency nationwide initiatives to tackle the issue of dangerous vehicles on the road. A number of check sites are co-ordinated throughout the year.
- Public satisfaction with collision investigation was above the MSF average during 2005/06.

Work in Progress

- The constabulary has also seen a significant rise in its motorcyclists KSI. To counteract this increase, the constabulary and partners have developed the 'Ride Safe Back Safe' campaign. In addition, the constabulary and partners are currently bidding for further funding to provide extra resources and education for the summer months.

Areas for Improvement

- Lancashire has seen a rise in the number of people KSI in road collisions during 2005/06 and is now significantly above the MSF average.

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6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

Contextual Factors

Lancashire has completed a significant project in the area of workforce modernisation which examined, among other issues, the roles of and relationship between police officers and police staff. The constabulary has made significant investment in the process of civilianisation and modernisation, such that police members of staff now undertake a range of highly specialised functions and occupy an increasing number of senior leadership posts.

The workforce modernisation BVR identified an opportunity to increase policing capacity by reconfiguring geographic response teams through the introduction of PCSOs in a limited response function. Subject to suitable funding from the Home Office, the constabulary is considering testing an initiative at two pilot sites over a two-year period (a similar exercise at Bexley BCU resulted in a saving of 25% in response officer time).

Policing in Lancashire is fundamentally about the delivery of an effective high quality policing service, underpinned by a costed police resourcing framework that enables the constabulary to plan for and meet future challenges. Lancashire has used the workforce modernisation agenda in gaining the maximum advantage from flexible use of the extended

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police family, including designation of staff under the Police Reform Act such as special constables, PCSOs, volunteers, accredited staff, wardens and community members.

The HR function supports the constabulary's highly devolved approach to policing and management. HR drives workforce planning, recruitment, the management of ill health and health and safety.

The police authority actively scrutinises and monitors HR performance, as does the director of resources. HR professionals are available to support managers locally and many of the successes of people management are the result of a very interventionist approach.

Strengths

- Lancashire has taken a sustaining 'no vacancies' principle for police officers and a coherent approach to strategic resource management. People management is devolved and empowered with expert advice available at the most local level.
- The police authority HR committee is provided with comprehensive reports on a quarterly basis including performance against the HR costed plan, the breaking through action plan, sickness absence, promotions and retention, exit interviews, etc. The constabulary has achieved its key targets in respect of sickness absence and the recruitment of regular officers, including its target for female recruits.
- The constabulary has developed a PCSO recruitment plan to deliver increased numbers for PCSOs in 2006/07. Currently 189 PCSOs are working across the constabulary with a further 114 to be recruited in 2006 and 334 in 2007. PCSOs are appropriately deployed, working alongside CBMs and relevant partner agency staff on high visibility patrol and quality of life/public reassurance initiatives.
- In support of female members of staff the constabulary has launched the Women's Network, which not only provides support and networking for women but also seeks to progress the areas of progression and retention.
- During 2005 the constabulary continued to develop appropriate measures for resource availability. A new measure of 'inside/outside time' for operational staff has been developed and is presented at the STCG. The data sits in a database which is easily accessible to all supervisors allowing them to monitor performance at local level.
- TORA is a tool primarily to allow officers to view what inputs they have made in relation to particular areas of policing for a given time period. These have been split into three main areas:
 - abstractions: how many days an officer has contributed to their area, subtracting leave, compensatory time off, rest days, sickness, training and court; information is extracted for the constabulary's HR and duty management systems;
 - activity: how an officer has spent their time for a given month; time is split by inside/outside station and over several categories which a user can select; information is extracted from the command and control system along with data collected via status messaging; and
 - productivity: how many arrests, crimes, offenders, incidents, court files, tickets, intelligence items and status changes an officer has been involved in for a given month; information is extracted from the custody, crime, command and control, fixed penalty and intelligence systems.

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- Lancashire implemented its own IT package for the completion of PDRs online by all supervisors in 2005. Each PDR profile contains at least one activity and one behaviour that relates to equality and diversity, and as such each individual is required to be assessed against each. Comprehensive daily management information is available in relation to completion rates. The PDR system automatically captures the sickness record of the appraised for the period under review. Feedback has been sought from users of the system during 2005/06 and as a result a development request has been submitted to ICT to simplify the 'closing' of PDR sections.
- Within this corporate framework HR is responsible for ensuring the compliance of the policies it owns. Human rights audits have been completed on a range of HR policies including grievance resolution procedure, police staff misconduct, movement of police officers, secondment, jury service, police officer acting duties/temporary promotion and HR risk management.
- The grievance resolution procedure takes into account fairness at work issues. Reports on grievances are monitored by the equality and diversity advisory group and the police authority's HR committee. There is evidence of a willingness to learn from grievances and employment tribunals.
- Health and safety management is recognised by the Health and Safety Executive (HSE) as a model for the police service due to the excellent partnership/relationships between the constabulary and the HSE.
- Lancashire has seen reductions in police officer and police staff sickness during 2005/06. Police staff sickness is significantly below the national average while police officer sickness is now in line with the average.
- The number of medical retirements of police officers fell during 2005/06 and is now below the national average.

Work in Progress

- Although the constabulary will not achieve its minority ethnic recruitment target for 2005/06, the reasons for this shortfall have been analysed and, as a result, a draft minority ethnic recruitment plan has been established for 2006/07. This plan includes practical recommendations to ensure that the 2006/07 target will be achieved.

Areas for Improvement

- Lancashire did not achieve its 15% overtime reduction target, which was based on a baseline of 2001/02. Although great strides have been made in reducing overtime spend since the starting point of 2002/03, reducing from £7 million to £4 million per annum, further work is required.

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6B Training, Development and Organisational Learning

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

Contextual Factors

This section summarises the results of improvement activities which have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes.

The constabulary was graded Good during the 2005 baseline process with a number of recommendations made for improvement.

The training functions' budgetary arrangements have been reviewed with substantial growth in base budget being allocated to the department, such growth being driven by effective application of the national costing model and planning process. Additionally, all costs associated with non-training activity which fall within the remit of the training function have been clearly identified within the costing and planning process.

The establishment of divisional training panels has also seen a significant improvement in ensuring that all training is captured within the costed training plan and that an improved level of scrutiny and co-ordination has been established in respect of the management and quality assurance of training throughout the constabulary.

The training department has also introduced an effective process for developing and prioritising a consistent and consolidated improvement plan in respect of the training function, as well as critical strategy and service issues in respect of training across the constabulary.

The training department has embedded effective community involvement arrangements incorporating an independent training advisory panel, a lay visitor scheme for training

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events and a wide range of community contributions and interactions within key training programmes and processes.

The constabulary's key strategic training group, the training and development advisory group (TDAG), has amended its terms of reference to ensure that it now operates as the sole commissioning body for evaluation within the constabulary, and has explicitly embodied the principles of best value within its commissioning process.

The police authority has agreed an amendment to its planning cycle in respect of the development and approval of the costed training plan, by undertaking its approval annually now in June each year. This allows for the effective identification of training needs emerging from the preceding operational and service planning rounds.

Strengths

- The strategic management of the training function is undertaken through the TDAG. This group is chaired by a chief officer and includes police authority representation. The ACC and the head of training report to the HR committee of the authority. The authority and other independent advisers are also represented on other constabulary committees such as the community and race relations strategy steering group.
- There is a fully costed annual training plan which complies with guidance in the relevant Home Office circulars. Training included in the plan is prioritised through a matrix of indicators which include constabulary policing objectives. The planning process is rigorous, involving negotiation and renegotiation with all divisions and departments. Delivery of the training plan is monitored through the TDAG with detailed performance data being presented to each meeting. The training plan includes a single improvement plan for the training function in a format based on the latest Home Office guidance. HM Inspector considers the format of the improvement plan to be an example of noteworthy practice.
- Management groups for the training function have been established with clear membership and terms of reference. The TDAG is the strategic level management group and is supported by divisional training panels chaired by a member of the divisional SMT, and tactical TDAG comprising representatives of all the divisional training panels. HM Inspector considers this hierarchy of meetings and their composition to be an example of noteworthy practice.
- The training department performs an EFQM assessment as part of the planning process each year. This assessment comprises a survey, focus groups and one-to-one interviews. Such an assessment ensures that the views of staff are canvassed on a range of issues and, where appropriate, issues arising are included in the departmental improvement plan. HM Inspector considers the use of the EFQM Business Excellence Model, and incorporation of findings into the improvement plan, an example of noteworthy practice.
- All courses included in the annual training plan are costed according to the national costing model (NCM). Data from the NCM is used as a management tool within the department, for example in estimating potential growth in budget for subsequent years as part of the financial planning process.
- The department follows the processes outlined in models for learning for needs analysis, design, delivery and evaluation. Development workshops have been held for training staff to reinforce the benefits of evaluation, particularly at the lower levels. HM Inspector considers the use of such workshops as an example of noteworthy practice.

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- The annual planning process has been refined over the past three years to provide the training department with a clear understanding of what its customer requirements are. A corporate level 1 evaluation form is used to measure learner satisfaction levels from learning and development events. An independent training advisory panel (ITAP), together with lay visitors has recently been appointed specifically for the training function.

Work in Progress

- All training events should be mapped against the integrated competency framework (ICF). HM Inspector notes that this work is part of the current improvement plan and will be interested in reviewing the progress towards completion of that element in future inspections.
- HM Inspector acknowledges the recent introduction of the 'Knowledge Solutions' electronic learning programmes. The constabulary should ensure that this medium is fully exploited as a training methodology, but should also ensure that its use, and the use of all alternative learning methodologies, is monitored as rigorously as traditional training methods and fully costed in the training plan.

Areas for Improvement

This section provides a broad summary of the areas for improvement found as a consequence of the current inspection. Specific areas to address are contained in the detailed assessment guide which the constabulary retains. That document contains an 'indicative scalar' of between 1 and 5 for 90 specific areas. More immediate effort will be required on those areas scoring 3 or less than for those scoring 4 or more. The progress on the areas summarised below will be reported on in the context section of future inspection reports.

- The constabulary should identify how the groups involved in training (TDAG and divisional training panels) can be more proactive in communicating and engaging collaboratively with other groups outside the constabulary with similar terms of reference.
- A programme for the identification and review of all policies owned by the head of training should be developed and these policies should be allocated to specific individuals within the function for the management of their day-to-day operation and maintenance. Risk assessment should be an integral part of the policy development and revision process.
- A more comprehensive documentation of current partner arrangements should be developed in order to ensure that existing arrangements are achieving maximum potential by more ably facilitating review and evaluation of them.
- The constabulary should develop and introduce an overarching quality assurance structure for all elements of the constabulary training programme. All processes within the function should be mapped to support process improvement activity and allocated to individuals within the department for day-to-day management of that activity.
- HM Inspector acknowledges the systems in place to monitor customer results. However, direct feedback mechanisms from customers, partners and stakeholders should be developed to further strengthen existing arrangements to enhance the quality and responsiveness of the training delivered.

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- The constabulary should develop the capability of assessing more fully its impact on society. This should include the views of the community and environmental practices, including those of suppliers.

6C Race and Diversity

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

The new diversity strategy has been well researched and consulted on and contains an internal organisational focus as well as an external service delivery requirement. The diversity strategy specifies the roles of the various groups within the constabulary who are responsible for its delivery and makes this very clear. The previous structure has been realigned to give clarity. Diversity champions have been given thematic responsibility across the constabulary.

The staff associations have seats at the strategy group and been actively involved in the development of the new strategy. The Lancashire Black Police Association (LBPA) now has a full-time member of staff committed in a headquarters position and fully resourced, linked into the diversity unit for professional development. Each division has a lesbian and gay liaison officer and these members of staff are networked by a monthly meeting facilitated by the diversity unit.

The Women’s Network is a monthly developmental meeting aimed at the professional development of female staff; this is in addition to the ‘springboard’ training events which are occurring and being facilitated by the diversity unit.

The RES and the breaking through action plan are beginning to address under-representation of staff, with diversity issues being owned by the diversity champion in HR. The recruitment of BME staff has been resourced through the provision of a dedicated team of a sergeant and two constables. The constabulary is a corporate member of the British Association for Women in Policing (BAWP) and has a higher than average number of women in senior police officer positions. A number of staff members and groups have achieved national awards for their work in diversity.

Strengths

- A reviewed RES has been published, supplemented by the monitoring Blue Band report with year-on-year comparison of data, compliant with the requirements of the Race Relations (Amendment) Act. The RES for 2005 involved fortnightly meetings of the RES manager, HR, PSD training and corporate development, and involved IAG oversight.
- The ITAP has been set up to act as a ‘critical friend’ to the training school, to ensure that training is delivered in line with the Race Relations (Amendment) Act, the PRDLDP, and the constabulary’s RES.
- The competency of ‘respect for race and diversity’ is included in chief officers’ PDRs (level A). Chief officers in turn have ensured this is the case for all officers by making this part of the electronic PDR system.

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- The constabulary has won a number of prestigious awards in respect of its work focusing on race and diversity including the Police Race Action Net Award for an innovative recruitment process; Pennine division awarded a National Justice Award for outstanding achievement in community engagement involving the six strands of diversity including specific work on forced marriages; and Western division nominated for a Community Service Volunteer Award, a scheme supported by the Home Office under the 'most inclusive activity' section for work with the LGBT community. This work is supported by divisional diversity champions, who are individuals who actively support the constabulary's work on diversity, and by the HR minority recruitment teams whose role is to recruit BME community members to join the police service thereby delivering on the 'breaking through' action plan.
- Community involvement in training for initial recruits is integrated into the work of the PDUs which take place in divisions. This was highlighted in the Home Office Police Reform newsletter of December 2005. The IAG for training is now well established in divisions along with the IAGs who are resourced and integrated into the work of the constabulary. The constabulary has an IAG manual which is extensive and well researched.
- IAGs throughout the Lancashire area consulted on a regular basis on diversity legislation and where it can be implemented, hence building confidence in the constabulary's approach to building a diverse workforce. Experts are in place within the IAG structure to advise on disability, transgender, race and religion or belief issues, gender, with additional support from the Gay Police Association (GPA) and LBPA.
- The constabulary intranet diversity unit page is kept up to date by a member of staff with specific responsibility. Monthly constabulary diversity newsletters are issued by the department.
- Positive action days/assessment centres are actively monitored and changes to improve the service are made. The constabulary has identified that a considerable number of BME staff were performing poorly on 'resilience', a behavioural competence. Following consultation with BME candidates it was further identified that this was as a consequence of them misunderstanding the behaviour. Feedback is now given to better inform candidates for future assessment centres.
- Where an officer fails the fitness test but passes all other elements of the assessment process they are supported in achieving the level of fitness needed and the remainder of the test remains valid for a period of 12 months. This is applicable to both male and female applicants but is particularly worthwhile for female staff. The fitness test fully complies with national standards.
- Considerable work is being undertaken within all specialist operations departments to increase representation such as:
 - There have been departmental 'taster' days focused on diverse groups with a follow-up survey to identify gaps and improvements with the department.
 - There has been a review of firearms equipment to ensure it is accessible to females, eg smaller and lighter weapons.
 - The mounted branch target males as an under-represented group.
 - Special Constabulary targeted recruitment opportunities through a number of minority publications, for example the *Asian Women's* magazine.
 - Air support has submitted a business case to improve facilities including accommodation for female officers.

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- There is a diversity champion within the department but, while acknowledging that the role has recently been relaunched, there needs to be some promotion of this role as the identity of the individual was not always known to those interviewed.
- A number of presentations have been given to the women's network group on specialist operations to encourage interest.
- Chief Officers have effective links with the staff associations and actively seek support from these groups, including the GPA, LBPA, Federation and Unison. Staff associations are encouraged to participate at recruitment assessment centres and the LBPA has access to integrity interviews in relation to vetting procedures for new recruits.
- The Women's Network continues to grow and is actively supported by senior officers within the organisation. Monthly events are held, with key external speakers attending to raise awareness of the gender agenda.
- The proportion of police recruits from minority ethnic groups and from minority ethnic groups within the economically active population are both higher than the MSF average.
- The percentage of female police officers compared with the overall strength is similar to the MSF average.

Work in Progress

- The disability equality scheme is in the early stages of development.

Areas for Improvement

- The professional standards department has recognised the disproportionality of complaints against BME officers in comparison with their white colleagues. As a consequence research has been commissioned through an independent source to better inform the constabulary as to the possible reasons for this disproportionality.

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6D Managing Financial and Physical Resources

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

The assessment is based on the self-assessment return and HMIC findings, as well as a consideration of the police use of resources evaluations (PURE) by the Audit Commission appointed auditor for the police authority/constabulary. Set out at the end of this report are the appointed auditors summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor.

Strengths

- There are sound processes for budget making and medium-term financial planning. The five-year financial forecast continues to drive strategic and operational planning with chief officers, police authority members and senior managers well aware of the process.
- Some 90% of the constabulary budget is devolved and has been for many years. Budget holders are supported by finance and admin managers (on divisions) or link accountants (at headquarters) and therefore have good access to advice and professional expertise. Good controls are operated at BCU level.
- Lancashire has a sound level of general reserves (2.6%) of net revenue expenditure as at 31.3.06. The constabulary has acknowledged in its medium-term plan that there are future pressures that will need to be carefully managed, and it is noted that the Chief Executive of the police authority stated in the budget report for 2006/07 that he considers that the balance of risk between probability and scale for a number of items of risk is manageable within the overall level of balances as they currently stand. This has been frustrating for the constabulary to operate within a 5% capping regime when it has a low precept level and public consultation had indicated a willingness to pay up to a 15% precept increase.
- Lancashire has participated in IPF benchmarking on finance services and has demonstrated that action has been taken when results have been less than favourable.
- A resource allocation formula was developed several years ago and is used to inform the planning process and the allocation of resources to BCUs.
- While at one point overspend had been identified in 2005/06, the constabulary has managed this back to eliminate overspend by the end of the financial year.
- While the constabulary has only received a score of 'Fair' in relation to activity analysis by the Audit Commission, it has developed its own system TORA, which collects activity data by electronic means through hand-held mobile units and gives operational commanders real-time data to effect changes in how resources are deployed and so maximise performance and obtain "more for the same".

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- Processes around risk management have now improved since the last inspection, with the constabulary now operating a risk (threat) register.
- There are good levels of service provided in the support services of procurement, estates management and transport. Since the last inspection a recent review of fleet size identified savings in excess of over £300,000 per annum.

Areas for Improvement

- Current financial and procurement systems need upgrading to make the most of e-procurement opportunities.
- As with many other forces there is the need to develop the shared services agenda for financial and business systems which then has the potential for further efficiency savings.

Audit Commission Use of Resources	
Force and Authority: Lancashire Constabulary	
Element	Assessment
Financial Reporting	Not Available
Financial Management	3
Financial Standing	3
Internal Control	3
Value For Money	3
Key to grades	
1. Below minimum requirements – inadequate performance 2. Only a minimum requirement – adequate performance 3. Constantly above minimum requirements – performing well 4. Well above minimum requirements – Performing strongly	
The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.	

6E Information Management

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

Contextual Factors

The constabulary, and in particular operational policing, reap the benefits of an innovative ICT department which is an integral part of the process of the achievement of the organisational objectives. There is an overriding focus on users, within both product development and service management activities, while information security is managed as a separate entity to emphasise its greater relevance to more than just technical issues and architectures.

The information management group (IMG) has been strengthened and now has a strategy group of major system owners. Work is prioritised in terms of business benefits linked to constabulary priorities. The IMG is chaired by the ACC (criminal justice and standards). Each major system owner attends this group to propose new development initiatives and to articulate the business benefits that will result from their adoption.

Strengths

- The director of resources has monthly progress reviews with the head of ICT and holds quarterly performance reviews with the department's management team. Annual plans

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are presented to a chief officer forum and progress is similarly reviewed after the half year.

- The head of ICT is a member of the STCG and IMG along with other programme boards such as Bichard, neighbourhood policing and the corporate improvement seminar, as well regularly attending the police authority resources committee.
- The constabulary has developed and agreed an interim ICT strategy that is linked to the national information systems strategy (ISS4PS), and the community security policy (CSP) etc, which addresses those issues which require attention and provides a five-year view of capital requirement.
- The constabulary is actively progressing towards CSP compliance and an independent Police Information Technology Organisation (PITO) assessment completed in 2005 reported a 78% level of compliance. An information assurance strategic plan is developed each year to articulate the direction and activities in respect of ICT security.
- Information security arrangements are driven by BS7799 standards against which independent external auditors biannually assess compliance. The constabulary has a dedicated team, which stands apart from ICT, which manages information security and employs a full-time information security officer. The information subgroup of the IMG meets on a regular basis and the IMG has a permanent agenda area dedicated to information systems (IS) issues and improvements.
- Network penetration tests are carried out annually and in 2005 an independent risk assessment was carried out on all the networks. An action plan was agreed to implement the recommendations made.
- The corporate NIM strategy is driven from the STCG of which both the head of ICT and head of information assurance are members. The ICT and IM strategies, major initiatives and quarterly updates are reported to the STCG. The IMG operates on behalf of the STCG in steering and prioritising activities. An EFQM assessment is conducted each year and is a feed to the annual planning process.
- The director of resources chairs a quarterly performance review at which performance against objectives is measured and major issues addressed. The head of ICT briefs all staff on the outcome of the quarterly review. The full chief officer team holds annual reviews.
- Each of the main systems, Sleuth, C3PO, CRS command and control etc, have well-established user groups which influence the relevant development plans.
- The department publishes service management statistics weekly and the head of ICT conducts a monthly service performance review. The objective of 85% of incidents being resolved within (SLA) target times is consistently achieved.
- The main priority for the constabulary ICT department is to accommodate the requirements for neighbourhood policing, particularly at remote sites. The department is identifying the relevant business processes and then looking at where ICT fits in as an enabler. One example is where the constabulary has increased the accessibility and visibility of policing services through its mobile data project. There are currently 330 PDAs and 65 MDTs deployed on a trial basis being evaluated through the use of activity-based costing aligned to Airwaves status codes, the command and control and duties management systems. Significant facilities are available to enable staff to access key information outside of the police station, for example missing-from-home updates.

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During 2006 there will be full rollout to all CBMs and PCSOs, together with 24 MDTs for vehicles in each division. Future developments will include more mobile data and more direct input, eg reporting from the scene of the crime.

- The CRIME 2 system has been developed to accommodate remote mobile access and inputting, more structure and therefore better quality data. Developments within the SLEUTH system, available later in 2006, will enable members of staff in the contact centres to access PACT priorities. At the present time a 'scratch pad' system is used as an interim measure.
- The constabulary systems are to be opened to partner agencies by providing on-screen search facilities which do not allow access to the main systems. Information security requirements are being accommodated in this way. An information assurance strategic plan is developed each year to articulate the direction and activities in respect of ICT security.
- Lancashire has completed the extract transfer and load (ETL) process required for the Impact programme. The process was developed with IBM and has been taken up by West Mercia and West Midlands. The constabulary is deploying the data operationally, including unstructured operational data.
- A new duty management system has been introduced which supports divisional resource units by providing accurate information, enables rapid decision making with an assessment of the consequences of those decisions, and ensures policy compliance and quality assurance. The duty management system links to the TORA performance management tool which charts resource availability and helps to profile patterns of demand. TORA is fed with data from Airwaves status messaging, the command and control system and from the duty management system. Benefits are derived from linking activity to performance management; looking at the benefits of how members of staff spend their time, through dynamic activity-based costing.
- Business benefits are seen as an essential part of the planning process, in ensuring they are identified before ICT development work commences and are assessed post implementation. This activity is being established as part of the corporate development portfolio.
- The constabulary has enjoyed an active role in the development of a regional ICT strategy.
- Information management and security is managed independently from ICT at both chief officer and departmental levels. The constabulary is represented on the IMPACT and custody and case preparation national programme boards. An information assurance officer is in place and recruitment of a business continuity manager has been approved. The constabulary works towards BS7799 standard and has been assessed as 78% compliant with the CSP.
- Annual objectives and priorities are closely aligned with operational objectives, are visibly displayed within the department and are the focal point of the staff's PDRs. The ambition and values of the ICT department are also prominent and a frequent point of reference.
- The IMG has been reconstituted to bring more system owner involvement and accountability, increase the focus on business benefits and to bring about greater transparency about the prioritising of ICT development activity.

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- Project boards, each directed by a chief officer, lead activities on major pieces of work such as crime, custody (C3PO), duty management, mobile data, etc.
- The ICT department enjoys an excellent reputation for product development and technical innovation, and is able to react quickly to enable the emerging demands of the organisation, as evidenced by the applications developed within SLEUTH, the benefits being derived from C3PO and the process-driven approach to mobile data.
- Custody management IT system C3PO has been updated to manage performance and continuity of the forensic aspect of dealing with prisoners. Custody systems are being developed to fit with the new doctrine and to improve business processes.
- Service management and structures are based on the IT infrastructure library (ITIL) and the department is accredited to IS9000.
- A HR strategy has been completed for the department to encourage flexibility, provide opportunities for staff development and support ITIL (IT infrastructure library) processes.
- Commendations over the last year included departmental commanders' commendations for all staff for their contribution to the HMIC assessment, the role of individuals in the Labour Party Conference and Chief Constable's commendation for contribution to the constabulary 'Ambition' with a pivotal role in the neighbourhood policing programme.
- The head of ICT visits each of the divisional commanders on a six-weekly basis to report on the levels of service being delivered to their division, to update on key projects, advise of critical activities and to discuss divisional requirements.
- All employees of the constabulary have access to IT, and monthly customer satisfaction surveys are conducted electronically with a random selection of users, with the results being published on the intranet and reported to the STCG.
- The department publishes service management statistics weekly and the head of ICT conducts a monthly service performance review. The objective of 85% of incidents being resolved within SLA target times is consistently achieved.
- ICT has introduced the new role of customer service manager and is using ITIL as the means by which incidents are recorded, managed and resolved. The ITIL process is fully computerised via the Touch paper system. The profile of the service desk, which manages and allocates all ICT service work across the constabulary, has been significantly raised over the last two years. All departmental members of staff are ITIL trained and six members of the team are also qualified to management certificate level.
- Mainframe tests are carried out on a six-monthly basis. However, the main frame is being phased out of service and the constabulary has redesigned and configured the server strategy to include for cluster servers and SANS.
- The second server room which is currently housed at the headquarters site is being migrated to a new facility within the new operations centre at Preston. A separate piece of work is in place regarding business continuity for which the National Computing Council (NCC) carried out an independent assessment. The business group agreed the appointment of a business continuity manager who is tasked with developing a business continuity action plan.

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- Lancashire is able to provide the crime recording bureau (CRB) with data on a daily basis (previously supplied monthly and moved to weekly at the end of 2005). The disclosure unit has full access to those systems holding constabulary information and it is the intention to include access to the cross-regional information sharing project (CRISP) when it is implemented. Access to the INI has been extended from the test site to each division and headquarters.
- Customer satisfaction is automatically monitored via the Touch paper system. There is a positive trend in the levels of satisfaction recorded, with satisfaction levels in excess of 95% being the norm, of which over 90% of customers are very satisfied with the service received. Regular service reviews are held with the major external customers.

Work in Progress

- The NCC assessment has been a useful first step and the appointment of a dedicated manager will enable it to become the subject of specific improvement activities.
- The constabulary is committed to supporting IMPACT, the development of the police national database. A consequence of this development is that CRISP is no longer being supported and therefore the opportunity to read data on a regional basis will be reduced. The constabulary is promoting the view that CRISP should be revisited.

Areas for Improvement

- The need to adopt a business benefits approach to maximising the outcome of IT developments has been recognised and will be a prime focus of the reconstituted IMG, but this approach is new and requires to be positively embraced by the constabulary.
- Disaster recovery, while adequate, will be on a more firm and stable basis when the second server room is relocated to the new central division operations centre in late 2006 (the move was put on hold awaiting the outcome of proposals to move to a strategic force).

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6F National Intelligence Model

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

Internal and external audits of the NIM show the constabulary to be well positioned for compliance with NIM minimum standards version 2. Momentum from the initial investment in the NIM as a pilot force has been sustained with strategic leadership at chief officer level. The emphasis is towards the implementation of neighbourhood policing within the NIM framework, ensuring established NIM processes are updated to accommodate complementary implementation.

Considerations which have influenced intelligence developments in the last 12 months include neighbourhood policing, the NCPE report on the management of police information (MOPI), the IMPACT programme, increase in community intelligence and the increase in workloads associated with organisational improvements in understanding how to use intelligence more effectively. As the constabulary moves to the next level in its use of intelligence the decision making is tougher and tasking issues become increasingly significant.

The constabulary continues to receive visits from NCPE and other forces as an example of good practice, and has formalised this into a joint NIM/neighbourhood policing quarterly good practice briefing day.

There has been a focus within G division (headquarters) on level 2 tasking and co-ordination where there has been a gap in the past. The advent of SOCA could potentially have made this situation worse; however, this has now been addressed and is subject to continuous review.

The development of NIM processes has ensured Lancashire is a high-performing force with many examples of innovative activity. The constabulary is seen as a beacon for others.

Strengths

- An organisational strategic assessment was introduced in 2005. The assessment is used when setting policing plans (corporate timetable for TCGs agreed by the STCG), particularly through the control strategy, which is an influential document that is considered and reviewed at each STCG.
- The constabulary is keen to develop the assessment process where the divisional and constabulary strategic assessments are consolidated into one document. This has made the process more bottom up and provides a comprehensive assessment at level 1 to be assessed by G division alongside level 2 intelligence.

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- NIM development is now considered and managed jointly with the implementation of neighbourhood policing (cross-representation on steering groups) to ensure full and complementary integration. An annual audit of NIM compliance is conducted to complement NCPE NIM health checks with issues presented to the intelligence steering group and action planned.
- The STCG meets monthly (one in every three as operational, the remainder consider performance and policy). The agenda is structured to ensure emerging strategic threats are identified from NIM intelligence products, performance, environmental scanning, etc. The control strategy is formally reviewed at each meeting. The control strategy includes both 'performance threats' and 'problem defined' issues which are either top down priorities or aggregated priorities from bottom-up assessments.
- There is an effective process for referring issues between the STCG and TTCG, eg performance priorities identified by the STCG remitted to the TTCG for action plan – PSA1 targets identified as strategic issue resulting in criminal damage action plan developed and owned by the TTCG. The STCG remits NIM products/strategic threats that require tactical intervention to the TTCG for action, eg cross-border crime problem profile. The majority of these products are commissioned by the STCG as a result of the strategic assessment process and intelligence requirement.
- TCGs are effective and clearly meet NIM requirements. There is a clear process whereby strategic priorities are identified, intelligence requirements set, products produced and actioned (eg immigration crime problem profile commissioned then considered by the STCG, tactical response remitted to the TTCG, REFLEX funding obtained and operations initiated). The STCG considers priorities for partnership working (eg criminal damage action plan) ensuring strategic responses are not entirely police focused. Partnership tasking through forums such as ACPO strategic crime reduction board, LCJB, BCU commanders and CDRP strategic steering groups. In-house structures and training ensure a high level of understanding and compliance with NIM and TCG processes.
- The strategic assessment now combines level 1 and level 2 assessments into one process and document, ensuring identification and aggregation of strategic threats from an holistic county-wide assessment. NIM products inform production of CDRP crime and disorder audits, Lancashire drug action team (LDAT) assessments (drugs market mapping), etc. The DAT, which five years ago had three members of staff and an annual budget of £80,000, now has a budget of £8 million. The DAT is chaired by the Chief Constable.
- The intelligence steering group chaired by the ACC (operations) considers development issues flagged in the NCPE health check. In addition to each health check an internal audit of compliance and TCG processes is conducted. The findings of both reviews are incorporated into an action plan. The 2005 audit evidenced a strong position re compliance with minimum standards, highlighting two key areas for further development (management of intelligence training and threats re introduction of neighbourhood policing, the IMPACT programme and MOPI).
- There has been a significant investment in intelligence analysis capability which is being further developed by influencing the development of partnership intelligence analysis around PSA1.
- SLEUTH is highly effective for the operational delivery of the NIM, providing briefing, an actionable intelligence system and comprehensive single search data warehouse. The system is available to all staff ensuring clear communication of priorities for deployment

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linked to operational tasking. SLEUTH allows TCG-sanctioned target and problem profiles to be allocated to operational teams providing briefing, debriefing (NIM briefing model), direct entry intelligence collection, tactical options menu, ownership with clear accountability (enforced by daily supervision/tasking meeting and TTCG review), ongoing operational review and monitoring of results.

- The POP database captures good practice and headquarters toolkits are available to staff via the intranet. The constabulary has published the NCPE NIM guidance on the intranet and uses this to set minimum standards. Other policies/guidance are also in place, are accessible and are used – eg covert/Regulation of Investigations and Proceedings Act (RIPA) standards.
- At level 1, PACT meetings informed by other neighbourhood initiatives (eg street briefings) provide a community based multi-agency tasking meeting enabling a clear partnership presence, accountable to communities. This tasking process links into the wider divisional tasking meetings ensuring the integration of neighbourhood policing and NIM. The use of CDRP joint funded analysts further facilitates this multi-agency approach. Other examples include the Tower project, MAPS teams in local authorities and Wymott high-risk intelligence team.
- Investment in the constabulary's specialist intelligence resources (eg Nimrod, surveillance and financial investigators) continues to provide successful returns.
- There has been additional investment in financial investigators through incentivisation funding further enhancing the career pathways within intelligence. The constabulary has also introduced a dedicated proceeds of crime unit detective inspector to maximise the intelligence opportunities of the legislation. Further investment in the dedicated surveillance unit means two teams can now be deployed concurrently.
- The constabulary is developing internal relationships to establish a matrix of virtual intelligence teams throughout the organisation, linking departments, divisions and partners with liaison meetings and continuous dialogue. The benefits of this situation were apparent as the drugs market map was established in co-operation with divisions and linking into MADE. Intelligence relationships extend to briefings preparing trigger plans, increasing the chance of success. The aim is to get intelligence about crime series and networks into the G division and constabulary tasking system as quickly as possible, backed up with an organisational impact assessment. Decisions and rationale are fed back to divisions in terms of the scope of criminality and impact on communities. Marketing intelligence, an improving accountability, runs side by side.
- Intelligence-led policing is integrated into a full range of training products. Roles requiring accreditation (financial, dedicated source unit (DSU), CHIS management) receive appropriate training. All intelligence unit staff are put through the NIM intelligence specialist course and other specialist training as required (eg analyst initial course). The constabulary runs its own formal surveillance training programme, intelligence specialist course, SIO intelligence module and other less formal programmes such as analyst training; CLUE software training and inputs on the NIM are given to all relevant internal courses.
- The introduction of MOPI, the implementation of neighbourhood policing and the IMPACT programme are being closely monitored (Bichard programme board/intelligence steering group) and assessed to establish the impact on and resource and training requirements for intelligence units.

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- An NCPE NIM health check was carried out on Lancashire Constabulary's NIM processes in May 2005 and the report from the NCPE implementation team commented "The use of well trained staff is apparent and a clear career structure for analysts within the constabulary is evident. This represents good practice." In addition there has been additional investment in financial investigators through incentivisation funding, further enhancing the career pathways within intelligence.

Work in Progress

- The concurrent introduction of neighbourhood policing, MOPI and the requirements of the IMPACT programme have highlighted potential resource issues for the management of intelligence. This is currently under review by the Bichard steering group with a view to establishing the potential increase in resources required to manage these issues.

Areas for Improvement

- Internal audit has shown that the implementation of NIM and neighbourhood policing has required the training input for intelligence specialists and other operational staff to be further developed. Additionally, the greater emphasis on seeking intelligence from communities has further emphasised this requirement, particularly for the introduction of new roles such as PCSOs.
- The introduction of the code of practice and manual of standards for MOPI has provided much needed clarity and will be used as the launch pad for a fundamental review of all intelligence-based training needs.

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7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Excellent	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

The Chief Constable has given clear direction and commitment to the interlinking issues of diversity, neighbourhood policing and the delivery of high quality policing across the constabulary. There are high profile programmes to develop each of these issues. The impetus is to improve in these strategic areas using ambitious and innovative ideas while driving improved performance.

The constabulary has retained its 'Ambition' to be the best police service in the country.

Leadership from the chief officer team has been a consistent theme for several years within the constabulary, and the 'Ambition' provides an effective vehicle for translating the constabulary's vision into a meaningful framework for all staff.

There is a strong emphasis on everyone in the constabulary being a leader, not just senior officers. The constabulary's strategic leadership is provided by the extended command team of chief officers, chief superintendents and heads of department. The Chief Constable has given a clear lead through the corporate improvement seminars to think corporately and act locally.

In terms of continuity, the Chief Constable, albeit acting, has been in post in excess of 12 months, and previously held the post of DCC. All other members of the chief officer team have been with the constabulary for a significant period.

Lancashire consistently shows it is a learning organisation in which innovation is encouraged and rewarded. The culture is one of continuous improvement. Due to its approach the constabulary is seen as a beacon force in a number of disciplines with many areas of good practice.

Strengths

- The constabulary's 'Ambition' has continued to be communicated via the chief officer team. The Chief Constable has personally led on progress and the development of three key strategic priorities:
 - 'diversity' – with the commissioning of the review of structures and processes with a new diversity strategy;
 - neighbourhood policing – family/team approach – neighbourhood policing road shows have been delivered to all staff across the organisation; and
 - 'Quality Counts' programme – raising standards and developing the customer service philosophy.

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- All chief officers have a strong focus on visibility and accessibility, and provide strong leadership in relation to police reform as well as other key work streams (eg neighbourhood policing, quality and diversity). Leadership is strong throughout the organisation.
- Despite the chief officer team being heavily engaged in developing the business case for, and other negotiations regarding restructuring, this has not impacted adversely on the constabulary's performance or staff morale.
- A corporate threat register has been developed which is not only used to identify areas for review and audit, but which together with the environmental scanning process provides critical information for the corporate strategic organisational assessment which is considered at the quarterly corporate improvement seminars.
- Lancashire has committed to the Centrex core leadership development programme and was one of the first forces licensed to deliver the programme. A North West collaborative leadership programme is under development led by the Chief Constable, and work is ongoing to develop links with the Northern Way Leadership Academy.
- Senior managers within Lancashire continue to speak with 'one voice' and there continues to be an engagement with members of staff across all areas which have been well evidenced during BCU visits.
- The constabulary continues to be well reported on by all local authorities and partner agencies at both the chief officer and divisional commander level.
- Lancashire produces a quarterly organisational strategic assessment for consideration by chief officers and senior managers at corporate improvement seminars. This enables agreements to be achieved about the direction the constabulary will take in relation to its future development, taking full account of national 'drivers' such as the national policing plan. NCPE doctrine is implemented via the ownership of relevant codes being shared across chief officers' portfolios. Overall co-ordination of the implementation of doctrine is achieved via the bimonthly police reform steering group. Where appropriate a more formal approach is taken through the business group (chief officers) and strategic tasking meetings where chief officers, divisional commanders and heads of departments take decisions in relation to strategy and policy and approve planning proposals. Where necessary bespoke programme boards are established to manage major work streams such as diversity, neighbourhood policing and 'Quality Counts'. Alongside these processes the constabulary maintains a threat register to ensure that appropriate action is taken to deal with identified threats.
- All the chief officer team have undergone a 360 degree appraisal, the results of which will be fed into personal development plans on PDR.
- Corporate improvement seminars are held quarterly. This forum allows broader command team involvement and inclusion into the development, implementation and monitoring of the 'Ambition' across the constabulary.
- The themes of the 'Ambition' are incorporated into EFQM assessment and policing plans, and are monitored via quarterly performance reviews. There continues to be 'celebration' of success at all levels of the organisation and with external partners. Examples of these are with the 'Ambition' awards; breakfast meetings before strategic tasking and co-ordination; bravery awards; and young citizen awards which have all reinforced respect, courtesy and efficiency.

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- HMIC's Closing the Gap report has tested the constabulary's response to major change. The inclusive approach adopted from the outset meant that the debate was informed by the professional judgement of experts throughout the organisation. The chief officer team took the decision to keep all staff, and in particular the staff associations and support networks, well informed throughout the whole debate. The nature of this communication was open and honest and applauded by staff associations. From the outset, the message from the chief officer team was one of recognising the opportunities to realise efficiencies and reinvest to improve protective services and local policing.
- The police authority is represented at all board meetings and presentations are given to the authority. There is a very open atmosphere and consultation regularly takes place outside of meetings. Police authority members are invited to workshops and seminars.
- The Chief Constable has spoken at events like the Women's Network, and the constabulary supports monthly meetings with outside speakers to these events. The constabulary has won awards (Race Action Net) for its approach to BME communities, and females with regard to recruitment.
- Accountability processes are extremely robust and the police authority acts as the 'critical friend' in the relationship. There has been stability and continuity in the authority through the Chair, Vice-Chair and Chief Executive, all of whom have regular meetings with the Chief Constable.
- The chief officer team are committed to visibility and a position of open dialogue with all staff. They all engage in a minimum of four hours per month visible patrol time, taking the opportunity to seek informal and formal feedback on issues important to the staff.
- Staff associations are all represented on formal consultation and decision-making bodies, and meet informally with the chief officer team on a regular basis. In addition, the chief officer 'phone-in' events have provided a further mechanism for communication and to gauge morale.
- The constabulary has an 'Enterprising Ideas' scheme which allows staff to share ideas on efficiency savings and reductions in bureaucracy. The constabulary continues to achieve recognition for its approach to POP.
- The ACC (criminal justice and standards) has led on the development of e-learning for the constabulary, acknowledging that traditional classroom-based forms of learning are increasingly proving insufficient to meet all the needs of the constabulary.
- The chief officer team promotes a philosophy of optimism and it is committed to the constabulary leadership and standards framework.
- Chief officers fully supported the development of a corporate communications plan in 2004/05, and have been instrumental in the development of a related plan aimed at maximising proactive press opportunities. The Chief Constable has played a leading role with the media in terms of police restructure, while the DCC has been instrumental in spearheading proactive media relations including participating in BBC radio phone-ins. The DCC has also led the multi-agency Operation Summer Nights media campaign, which evaluation through the constabulary's citizen's panel (Opinion) highlighted was the main awareness-raising channel for the public, with 84% of them stating that the campaign had made them feel more reassured that the police and their partners were tackling the problem of alcohol-related anti social behaviour.

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Work in Progress

- Lancashire's local area agreement (LAA), which has been developed with stakeholders and members of the community, reflects the constabulary's neighbourhood policing style, and attendance at PACT meetings will be one of the activities to support the outcome relating to empowering communities to influence service delivery.

Areas for Improvement

- There has been a change of portfolios for chief officers due to the departure on promotion of the acting DCC; however, this has been managed by utilising two experienced chief superintendents to cover the acting ACC posts (one of whom is now substantive in post).

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7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The performance management framework within the constabulary is at the heart of the performance culture which has developed over recent years. It is a model which is continually evolving and recent developments have included two new products, one of which is based on individual productivity, and the other of which is aimed at partners involved in CDRPs and links to the PSA1 targets.

In terms of continuous improvement, the constabulary is seeking to reinforce its position as an excellent force by inviting external assessors to conduct an assessment across all business areas against a specified standard (Investors in Excellence).

The key mechanism for delivery is the quarterly performance review process. The review process is used to signpost divisions to areas of good practice, achieve cross fertilisation and encourage a restlessness to improve. The constabulary has established a quarterly performance review process around protective services. There is a thirst for accountability in performance and this has manifested itself on the organisation in terms of the quality of its products.

Strengths

- The Chief Constable chairs the monthly level 2 STCG meeting which is attended by all the chief officers, the divisional commanders and the heads of support functions (collectively they constitute the extended command team). Performance is the first item on the agenda of this meeting and this covers each of the PPAF domains, with particular emphasis on those areas identified within the constabulary’s control strategy. Current and predictive performance at both constabulary and divisional levels is not only examined in relation to the policing plan targets, but also compared with MSFs utilising the views available in iQuanta.
- All chief officers conduct quarterly performance review meetings according to their portfolios. The reviews conducted by the ACC (operations) in each division pay particular consideration to operational delivery and are attended by members of the police authority. Additionally, there are six-monthly divisional strategic performance reviews, attended by all chief officers, other than the Chief Constable.
- Chief officers chair or attend a number of multi-agency/partnership meetings with responsibility for the direction and control of performance, for example the LCJB, the strategic crime reduction board (SCRB), the local strategic partnerships (LSPs) and the Lancashire chief executives group.

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- The NIM is the planning framework within which performance is managed. The rigour of the NIM has been used to bring together planning, performance and continuous improvement. The monthly level 2 STCG has a fixed agenda that considers corporate performance, environmental scanning and planning issues with routine and commissioned intelligence products. There is tight alignment between the policing objectives and the control strategy, both of which take account of national priorities, regional and local circumstances and local concerns. The facilitated presentation of corporate performance considers both operational and organisational performance.
- Level 2 STCG is linked to multi-agency groups, eg the SCRB (which had its origins in the street crime board commissioned in Lancashire and subsequently emulated by the other forces during the street crime initiative) – this group is chaired by the chief executive of one of the local authorities and brings different agencies together to consider community safety across the area. It pays particular attention to PSA1 and the monitoring of the progress towards the targets agreed between the CDRPs and GONW (ie BCS comparator reduction). This and other multi-agency fora have adopted the principles and working discipline of the NIM and use information products designed and supplied by the constabulary (corporate analysis). The divisional commander chairs a group of all 14 CDRP chairs.
- The constabulary is actively involved in the development of information products to support multi-agency and partnership working. Notably, the BCSC tracking tool was developed by the corporate analysis department (commissioned by the SCRB and GONW). This is a monthly information product that is supplied to the 43 CDRPs in the North West and is used by them to monitor progress towards PSA1 crime reductions. As the management of performance has matured, emphasis has shifted from simply considering apparent failure, to the examination of apparent success motivated by trying to identify and share effective practice. This approach is extending into multi-agency working with a particular focus on community safety.
- The constabulary's strengths in relation to performance management do not just relate to the process by which individuals at all levels are held to account, but a key element is the continuous development of new performance products which provide timely and accurate information to support those holding others to account (eg TORA, BCSC tracker).
- In addition, the constabulary is always looking for new, more effective ways to deliver policing services and has been recognised for innovative developments, particularly in respect of alternative ways of bringing offenders to justice (eg penalty notices for disorder, conditional cautions). Consultation data is used at both a strategic level (Opinion) and a tactical level (PACT) to inform the policing priorities.
- The constabulary continues to develop a comprehensive suite of information products that are disseminated via the intranet and that present information in an accurate, timely and user-friendly manner at different time intervals (daily, weekly, monthly, quarterly and annually).
- The seven domains of PPAF provide a convenient framework for presenting information and considering performance (this is exemplified by the presentation made to the level 2 STCG). The conception of performance has for some time looked beyond simple enumeration. The constabulary is in the vanguard of developing the monitoring of user satisfaction. Lancashire is very active nationally in shaping citizen focus and the local domain of PPAF. The approaches used in Lancashire have been informed by a research and development programme to improve the quality of service delivered entitled 'Quality Counts'.

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- The conception and consideration of performance is not limited to targets. The co-ordination of intelligence assessments, environmental scanning and performance assessments (including trajectory towards targets) identifies operational and organisational threats (and opportunities). In response to a threat, the tasking and co-ordination process will commission a more detailed analysis which would address who, what, where, when type questions in order to assist in the formulation of action plans to exploit opportunities or take corrective action. Such plans are commissioned and monitored through the tasking and co-ordination process and quarterly performance reviews. Products used in tasking and co-ordination provides a clear indication of demands and risk of underperformance, which inform resourcing decisions.
- Performance scrutiny is an inclusive process and the police authority uses the performance scrutiny group to advise committee chairs on relevant issues. Lead police authority members accompany the ACC (operations) on quarterly performance reviews.
- A quarterly performance bulletin, the content of which was developed through consultation with police authority members, provides information in relation to all the statutory performance indicators and local indicators contained in the annual policing plan, plus other contextual information such as the overview charts from iQuanta.
- HMIC attend a six-monthly meeting at headquarters involving the DCC, chair and chief executive of the police authority, Audit Commission and other interested parties in order to develop relationships and progress relevant issues.

Work in Progress

- In anticipation of the Police and Justice Act removing many of the statutory requirements relating to best value, a need has been identified to introduce new arrangements to ensure the ongoing involvement of the police authority in improvement projects and activities. At the same time there is an opportunity to utilise the capacity previously dedicated to BVRs to contribute to a more flexible and responsive internal audit and inspection capability.
- Further development of the corporate development department's capacity to collect and analyse confidence and satisfaction data is essential. There are new programmes of work in place, which, for the first time, will provide the performance management regime with timely, credible data to BCU and geographical level.

Areas for Improvement

- It appeared that there could be improvement in the strategic management overview of partnership activities although there were good examples of how partnership activity was working well at practitioner level. Delivery groups are working well, as are CDRPs; however, some local strategic partnerships within the constabulary area require development.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	acceptable behaviour contract
ACC	assistant chief constable
ACPC	area child protection committee
ACPO	Association of Chief Police Officers
AFO	authorised firearms officer
ANHPR	automatic number plate recognition
ASBO	anti-social behaviour order

B

BAWP	British Association of Women in Policing
BCS	British Crime Survey
BCSC	British Crime Survey Compotator
BCU	basic command unit
BME	black and minority ethnic
BVR	Best Value review

C

CBM	community beat manager
CBRN	chemical, biological, radiological and nuclear
CDD	corporate development department
CDRP	Crime and Disorder Reduction Partnership
CHIS	covert human intelligence source
CID	criminal investigation department
CJS	criminal justice system
CMU	crime management unit
CPS	Crown Prosecution Service
CRB	crime recording bureau
CRW	community road watch

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CSI crime scene investigator
CSO community support officer
CSP community safety plan

D

DAT drug action team
DCC deputy chief constable
DSU dedicated source unit

E

EISEC enhanced information system for emergency calls
EC European Community
EFQM European Foundation for Quality Management
ETL extract transfer and load
ETMP effective trials management programme

F

FID force intelligence department
FLO family liaison officer
FMIT force major incident team
FSS Forensic Science Service

G

GPA Gay Police Association
GONW Government Office for the North West
GRTD graphical real time display

H

HOLMES Home Office Large Major Enquiry System
HOSDB Home Office Scientific Development Branch
HR human resource(s)

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HSE	Health and Safety Executive
I	
IAG	independent advisory group
ICF	integrated competency framework
ICT	information and communications technology
IMG	information management group
INI	impact national index
IPF	Institute of Public Finance
IS	information systems
IT	information technology
ITAP	independent training advisory panel
ITIL	information technology infrastructure library
K	
KIN	key individual network
KSI	killed or seriously injured
L	
LANMIC	Lancashire Major Incident Co-ordinating Group
LANHPAC	Lancashire Partnership Against Crime
LBPA	Lancashire Black Police Association
LCJB	Local Criminal Justice Board
LDAT	Lancashire Drug Action Team
LGBT	lesbian, gay, bisexual and transgender
LRF	Lancashire Resilience Forum
LSCB	Local Safeguarding Children's Board
LSP	Local Strategic Partnership

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M

MADE	multi-agency data exchange
MAIAT	multi-agency initial assessment team
MAPPA	multi-agency public protection arrangements
MAPS	multi-agency problem solving
MDT	mobile data terminal
ME	minority ethnic
MIR	major incident room
MIRSAP	major incident room standardised administrative procedures
MOPI	management of police information
MSF	most similar force(s)

N

NCC	National Computing Council
NCIS	National Criminal Intelligence Service
NCM	national costing model
NCOF	National Crime Operations Faculty
NCPE	National Centre for Policing Excellence
NCRS	national crime recording standard
NCS	National Crime Squad
NIM	national intelligence model
NHPT	neighbourhood policing team
NQoS	national quality of service commitment
NRPP	national reassurance policing programme
NSIR	national standards for incident reporting

P

PA	Police Authority
PACE	Police and Criminal Evidence Act 1984
PACT	Police and Communities Together
PASS	public assistance and service standards protocols

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PCSO	police community support officer
PDA	personal digital assistant
PDR	performance development review
PERC	political, economic, racial, criminal
PIKE	police intelligence commercial (vehicle) enquiry database
PIP	professionalising the investigative process
PITO	Police Information Technology Organisation
PNC	police national computer
PNDT	police national diversity teams
POCA	Proceeds of Crime Act 2004
POP	problem-orientated policing
PPAF	policing performance assessment framework
PPU	public protection unit
PSA	public service agreement
PSD	professional standards department
PSU	Police Standards Unit
PTPM	prosecution team performance management
PURE	police use of resource evaluations

R

RES	race equality scheme
RIPA	Regulation of Investigations and Proceedings Act
RPU	roads policing unit
RTC	road traffic collision

S

SANs	storage area networks
SCRB	strategic crime reduction board
SIO	senior investigating officer
SLA	service level agreement
SMT	senior management team

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SNEN	single non-emergency number
SOCA	Serious Organised Crime Agency
SOCU	serious and organised crime unit
SPOC	single point of contact
STCG	strategic tasking and co-ordination group
SWIM	scientific work improvement model
T	
TDAG	training and development advisory group
TIC	(offence) taken into consideration
TNA	training needs analysis
TORA	an individual performance management tool
TTCG	tactical tasking and co-ordination group
V	
ViSOR	violent and sex offenders register
VOSA	Vehicle and Operator Services Agency
W	
WCU	witness care unit
X	
XML	extensive markup language
Y	
YOT	youth offending team