

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Lancashire Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

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- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

Developing Practice

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

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

Geographical description of force area

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

Demographic profile of force area

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

Strategic priorities

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

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

Taking account of operational and organisational intelligence, the key priorities for the police outlined in the National Community Safety Plan and wide consultation with the public, the police authority and constabulary have agreed two policing objectives for 2008/09, and identified a number of areas for emphasis.

Objective 1: To reassure the public, particularly protecting those who are vulnerable.
By providing high quality, citizen focused policing services which give emphasis to:

- Public safety;
- Anti-social behaviour; and
- Service delivery.

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

By providing high quality, citizen focused policing services which give emphasis to:

- Acquisitive crime;
- Violent crime;
- Substance misuse;
- Offending and re-offending;
- Counter-terrorism; and
- Serious and organised crime

Force developments since 2007

Lancashire Constabulary employs in excess of 6,000 staff, comprising 3,630 police officers, 2,470 police staff, of whom 420 are police community support officers (PCSOs), and more than 1,000 voluntary staff, including 370 special constables and 640 community volunteers.

The constabulary has a highly devolved structure to deliver a locally focused, intelligence-led, problem-solving style of policing through six territorial divisions (BCUs), two headquarters divisions and support departments. 'H' division has responsibility for the control and direction of the majority of the constabulary's operational support. 'G' division has responsibility for counter-terrorism, public protection, covert protection, serious and organised crime and the force major investigation team (FMIT). The savings realised by the restructuring, together with an increase in the council tax precept, will be reinvested to increase the resilience of protective services while preserving both response and neighbourhood policing.

The constabulary relishes the challenge of continuous improvement and in September 2007 launched its '*Sustaining Excellence*' programme to drive forward that challenge. The programme will ensure that we keep the key enablers of performance, people, partnerships and processes, under constant review and make changes where there are clear benefits in terms of quality of service, productivity or efficiency.

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

Neighbourhood Policing

2007/08 Summary of judgement	Exceeds the standard
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Exceeds the standard

During this inspection the constabulary was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the constabulary.

Following the moderation process, Lancashire has been assessed as exceeding the standard, which means that the constabulary demonstrates that it meets the standard and is actively leading the field. This is evidenced in a number of areas and is shown below. Lancashire is seen as a beacon force and the constabulary's good practice is externally recognised. Lancashire is performing significantly better than the average for its MSF in at least one SPI/KDI, namely the percentage of people who think that their local police do a good or excellent job.

The constabulary demonstrates innovation in Neighbourhood Policing implementation.

Strengths

- Despite its success over a sustained period of time, the constabulary has not been content to stand still and has made significant progress, being innovative in sustaining Neighbourhood Policing and contributing to neighbourhood management. Lancashire Constabulary has examined the relationship of Neighbourhood Policing to neighbourhood management, but has maintained the identity and branding of Neighbourhood Policing as its lone business. The constabulary has identified that not all areas within the county require, or would necessarily benefit from, neighbourhood management approaches. The role of Neighbourhood Policing with neighbourhood management will become acute within priority neighbourhoods and the constabulary will focus its efforts in these priority areas. There is a continued focus on multi-agency problem-solving (MAPS) teams. The Citizen Focus agenda and the Sustaining Excellence programme have provided context and strength to neighbourhood management.
- The move to strengthen arrangements to deliver multi-agency neighbourhood management sees processes and structures focused on a shared agenda that involves ceding resources, where appropriate, to neighbourhood managers in order to achieve shared priorities and neighbourhood enhancement. There is a regular and consistent investment by partners in community safety. The neighbourhood management ethos is linked to wider regeneration and deprivation issues.
- Police and communities together (PACT) is an effective environment for engaging, tasking and co-ordination at a neighbourhood level with direct involvement of members of the community. A number of forces have adopted PACT processes as their means of engagement. Other public agencies are involved in PACT and level 1 tasking and co-ordination in MAPS teams. POP (problem-oriented partnership) provides a mechanism for the management of meetings and for establishing agreed

actions and goals. Opportunities to escalate local issues are available through the divisional tactical tasking and co-ordination groups (TTCGs) and crime and disorder reduction partnership (CDRP) delivery groups, with operational support in the form of neighbourhood management teams and additional support from level 2 resources as required.

- The constabulary strategic assessment provides a local and countywide perspective and is published in a suitable format for sharing with CDRPs and joint assessment at level 1 and level 2. The constabulary control strategy continues to be driven by local issues as appropriate.
- The Lancashire Constabulary website provides easy access and detailed information. The Neighbourhood Policing element of this site includes details of all neighbourhood staff, neighbourhood profiles, partnership and neighbourhood team newsletters and performance information linked to the constabulary data systems, which ensures that the information is up to date.

The constabulary is actively leading the field.

Strengths

- Neighbourhood Policing in Lancashire Constabulary has been graded as Excellent by HMIC in all assessments undertaken of this area of policing. Lancashire Constabulary is recognised as a beacon force and continues to be visited by other forces and outside bodies looking specifically at Neighbourhood Policing.
- Lancashire Constabulary has strengthened its focus on Neighbourhood Policing, moving further towards the delivery of service through neighbourhood management. There continues to be strong leadership at both chief officer and divisional commander level. The drive remains around the areas of community engagement and quality of service. The constabulary has continued its Neighbourhood Policing programme plan, which is linked to corporate project plans, divisional project plans, marketing and communication plans and a costed finance plan.
- The constabulary has developed a community information reassurance collection system that helps to drive problem-solving activity. Intelligence activity is not seen as being about the processes but about widening relationships from a police perspective to a partnership and community perspective. Within this context, Neighbourhood Policing remains an expression of how business is done.
- Working to improve overall service delivery through the Sustaining Excellence programme, the constabulary continues to monitor its actions and satisfaction levels through the confidence and equality board and its associated delivery group.
- Lancashire Constabulary has, over a period of time, identified a number of organisational outcomes in respect of Neighbourhood Policing. They are shown in order of priority:
 - increased public confidence;
 - increased feelings of public safety; and
 - reduction in crime and disorder.

- The involvement by the constabulary in the national reassurance policing pilots provided a clear view of the links and interdependencies between these areas and shows an understanding and belief of the need to 'take people with you'. The priorities and arrangements for Neighbourhood Policing in Lancashire remain as:
 - providing the public with access to local policing;
 - enabling local people to set the agenda, offering opportunities to influence local priorities;
 - working with partners to deliver positive interventions;
 - tackling priorities identified by local people; and
 - providing answers to the public on what has been done.
- The development of the MAPS teams has been instrumental in the continued improvement in performance. Partners feel valued and see a position that is wider than the police agenda.
- The team output results analysis (TORA) system enables the constabulary to monitor the activity of officers and link the results to outputs from PROBE (an infrastructure for surveying members of the public about the quality of services provided and reporting actionable information to front-line staff), quality of service data and customer satisfaction surveys. The role of the corporate development directorate and core team is to review policy and to carry out audit, inspection and quality assurance work in this area.
- The Opinion (citizen's panel) surveys provide a database of community views and levels of confidence and reassurance. PROBE is an effective survey process that provides feedback on public confidence in the quality of services delivered by the constabulary.
- The Lancashire Connect programme has been established to help the constabulary provide an efficient and effective customer-focused service in line with the national assessment framework, HMIC's thematic reports *First Contact* and *Beyond the Call*, the national quality of service commitment (NQoSC) and the national call-handling standards. The vision of the programme is:

"To create a service that is accessible and seamless. Our staff will be proactive and knowledgeable, and will be empowered to put the customer first at all times. We will develop the service by having a clear understanding of what customers want, what we can deliver, and how we can do this in an efficient and cost-effective way."
- The main areas of focus for the Connect programme are those that specifically support the delivery of high-quality services within the territorial divisions, with particular regard to response policing and crime. They include:
 - incident management and resolution;
 - crime recording and investigation; and
 - patrol and proactive operations.
- Improvements are based on a deep understanding of the core processes involved in service delivery, with operational staff contributing their knowledge, experience and ideas to identify opportunities for change.

- One of the initiatives developed through Connect in partnership with Lancashire Fire and Rescue Service is a new text messaging service designed to assist hard-of-hearing and speech-impaired customers in sending urgent messages.
- Lancashire Constabulary was one of four pilot forces for Operation QUEST, which has been integrated to become a significant element of the Connect programme.
- Raising awareness of Neighbourhood Policing and marketing the success of Neighbourhood Policing teams and their partners is a key strategic aim of the corporate communications department. A constabulary-wide Neighbourhood Policing communications strategy is supplemented by individual, locally focused divisional strategies for which each division has been allocated £10,000. The strategy provides a strategic framework which defines standards, offers toolkits and suggests solutions. All divisional strategies are overseen by corporate communications to assure quality and corporacy. Collaboration is encouraged and evaluation is expected. The Neighbourhood Policing and Neighbourhood Policing communications toolkits are packaged in line with the constabulary Citizen Focus brand. There is evidence that the contents were informed by the Neighbourhood Policing teams to ensure that advice and information are appropriate and to secure buy-in from service deliverers.
- Lancashire Constabulary has been successful in delivering improved technology across the constabulary area, attracting £3.5 million of funding for mobile data terminals and PDAs. The funding is supportive of Lancashire Constabulary's lead position in this area and builds on the successful trial of mobile data across a number of areas and the delivery of planned business change around the IT portfolio. The constabulary has attracted further Home Office funding due to their leading position and innovation in areas such as offender management and the family intervention programme.
- The neighbourhood output results analysis (NORA) pilot takes a neighbourhood-level criminal damage focus which has produced positive results over a three-year period and extends this to other crime types. The process includes the application of a technology developed by Signal Research Services, part of the Universities' Police Science Institute at Cardiff University. This aids the identification of genuine signals using i-nsi (intelligence from neighbourhood security interviews) through a neighbourhood-level survey. This is seen by the constabulary as an extension to community intelligence. By May 2008 eight i-nsi products had been completed in the Northern division, covering 21 wards and using 480 surveys. Partners are involved in the process and the results are checked for issues which need immediate interventions. Neighbourhood plans have been revisited, taking account of the additional information.
- POP is one of the main underlying philosophies on which policing in Lancashire is based. POP is a means of harnessing all agencies and the community itself to reduce crime, disorder and anti-social behaviour by identifying the root cause of such problems, finding a sustainable solution that removes the cause and thus ultimately reduces the demands made on the police and enhancing its service to the public. It runs alongside the national intelligence model (NIM) which itself ensures that an intelligence-led approach is consistently used to address problem solving. Historically, this policy was named problem-oriented policing, but, because of the legal requirement for police and agencies to work together, through the Crime and Disorder Act 1998, section 17, it was re-named to reflect the

importance of working in partnership. Lancashire Constabulary hosts an annual POP conference which recognises areas of excellence. The conference is attended by a significant number of forces from throughout the UK together with partner agencies (over 300 people attended the 2008 conference).

- Survey data is regularly included in the constabulary strategic tasking and co-ordination (STCG) group meeting. Presentations include data at the divisional level to help inform the organisation of current performance and significant patterns or trends in the data. The presentations have been supplemented by a detailed performance product, CF-PROBE, which has been developed to assist operational officers in monitoring performance in respect of the quality of service delivered to the people of Lancashire. The product is available on the constabulary intranet and can be accessed by all members of staff. There are three main sections providing results and analysis from different sources of survey data: user satisfaction; PROBE; and Opinion.
 - User satisfaction – this section collates and presents the data derived from the nationally mandated victim satisfaction surveys and contains views by division; by user type; by aspect of service (ease of contact, actions etc); by level of satisfaction (fairly satisfied, very satisfied and completely satisfied); and by time period. The user can compare and contrast performance with others areas over time and can view apparent trends.
 - PROBE – this provides management information on the perceptions of individuals about the delivery of service provided to them. Data from previous research and user satisfaction survey findings were analysed in order to determine a set of factors that have a relationship with satisfaction. A questionnaire has been developed which gathers the perception of the respondent and the extent to which these factors were present/applicable. The results are presented in a way that allows the user to easily interrogate the information. The data is collected at the geographic sector level (ie below divisional level) and seeks to provide information on whether or not particular factors that are known to influence satisfaction were actually delivered. The collation and presentation of the data facilitates the monitoring of performance below basic command unit (BCU) level and will enable the identification of training needs at a team and individual level.
 - Opinion is the Lancashire citizens' panel and is run jointly by the constabulary and the police authority. Since its introduction there have been standing questions in respect of perceptions of confidence in the constabulary. The results of these questions are presented over time, by level of confidence (fairly or very) and by different geographies.
- There are three levels at which the results are presented, constabulary, divisional and CDRP level. This means that for five of the six divisions the data is available at a level below that of the division (the Central division and Preston CDRP are co-terminous).
- Lancashire Constabulary demonstrates numerous examples of innovation, eg:
 - the Neighbourhood Policing training course, a bespoke three-day Neighbourhood Policing training course designed for Neighbourhood Policing sergeants, community beat managers (CBMs) and police community support officers (PCSOs) (see Developing Practice);

- the Act Now interactive table-top experience (see Developing Practice). Act Now focuses on the three key areas of the PREVENT strand, educating both the police and the public in relation to extremism and terrorism); and
- the community volunteer scheme. The development of a constabulary community volunteer scheme has been implemented across Lancashire. The scheme has been awarded the Investor in Volunteers Award, the first force to receive such recognition (see Developing Practice).
- There are many other examples of innovation to be found in the territorial divisions: eg 'talking signs' intended to impact youth nuisance and disorder are situated on the Grange Park neighbourhood in the Western division and feature voice-overs from local DJs. Six signs have been positioned in and around the residential estate at a cost of approximately £8,000. This example can be replicated many times over across the constabulary area, eg:
 - Southern division: Asian community engagement; use of anti-social behaviour (ASB) injunctions;
 - Central division: Travellers' PACT supported by a dedicated Travellers PCSO (minutes of the meetings are recorded and circulated by audio); restorative justice (RJ) week held in Fulwood involving neighbourhood and section staff which saw a return of 210 interventions made up of conferences, peer panels, instant RJs and declines;
 - Eastern division: family intervention project which identified the most vulnerable families in the division and worked in partnership with lead agencies to combat persistent ASB and intervene to prevent eviction and homelessness issues.
- Lancashire Constabulary continues to be visited by a number of forces/organisations in relation to Neighbourhood Policing. In recent months this has included: the Home Office; Stockholm County Police; North Wales Police; Norfolk Constabulary; Cleveland Police; Humberside Police; Central Scotland Police; North Yorkshire Police; Merseyside Police; West Yorkshire Police; Kent Police; British Transport Police; Gwent Police; and Derbyshire Constabulary.
- The territorial divisions have also been visited to determine good practice, eg:
 - Western division: PSNI officers examined how local Neighbourhood Policing teams dealt with youth nuisance and disorder; officers from Warrington BCU observed Operation Nightsafe; senior representatives from Telford Council visited regarding alcohol-related violent crime.
 - Northern division: Leeds University visited looking at Neighbourhood Policing performance management and the use of technology; the National Swedish Police Force examined Neighbourhood Policing integration; the division was also visited by Poulton neighbourhood management team, Wyre Borough Council, Lancaster City Council, Lancaster University, the Home Office regarding sustainability of POP; and the National Policing Improvement Agency (NPIA), looking at how the division have implemented Neighbourhood Policing and how it interacts with IT.

The constabulary's good practice is cited in professional literature, eg NPIA website/guidance.

Strengths

- Lancashire Constabulary has consistently been highlighted by HMIC and the NPIA as a beacon force and an area of excellence in Neighbourhood Policing. This includes numerous examples of good practice being cited in the NPIA good practice guide, including examples in the categories of Neighbourhood Policing; cohesion; community engagement; and partnership working.
- Lancashire's prominence in the effective delivery of Neighbourhood Policing has been recognised through its success in respect of Tilley/Goldstein nominations and awards.
- In addition to the above recognition has come from many sources and in numerous forms:
 - the Lima Charlie website received a national award for engaging with young people;
 - the Sharp End magazine *Neighbourhood Matters* published a review of the success story of Neighbourhood Policing in Lancashire over the last twelve months (May 2008);
 - the *Observer* published an article on the responsible alcohol sales campaign (November 2007);
 - a BBC religious affairs programme highlighted the Western division's approach to criminal damage in and around cemeteries;
 - Special Constabulary magazine published an article relating to Operation Resilience (special constables skilled to deal with day-to-day incidents in the event of a major incident eg terrorism);
 - Preston Imam's Forum was identified as national best practice in the ACPO National Community Tension Team Community Bulletin;
 - Lancashire Police Authority Magazine *Dialogue* featured an officer receiving the George Herbert Redman Award for commitment to Neighbourhood Policing on a local estate.
- The constabulary has also featured in the *Police Review*; the *Bill Board*; the NPIA Newsletter; and *Home Office Hotspot*.

Neighbourhood Policing has been implemented to a consistent standard across the constabulary.

Neighbourhoods are appropriately staffed (coverage).

Summary Statement

The constabulary is deploying the right people, in the right place, at the right time across its divisions to ensure that all neighbourhoods are appropriately staffed.

Strengths

- Lancashire Constabulary has achieved 100% coverage in respect of Neighbourhood Policing. The constabulary has developed a methodology for identifying neighbourhoods, which was subsequently applied to each of the six divisions in agreement with partner agencies and members of the community. Neighbourhood and their boundaries are subject to regular review with both partners and the community. This can be evidenced in the increase in the number of neighbourhoods across Lancashire, which exceeds 1,000 defined neighbourhoods to which partners and communities relate.
- The identification of priority neighbourhoods followed the analysis of demand across the range of public services, taking on board wider deprivation issues using data from partner agencies in the Lancashire County Council multi-agency data exchange (MADE). There is a strong focus on priority neighbourhoods, the most deprived wards and super output areas.
- The constabulary Neighbourhood Policing staffing profile shows Lancashire has 1,004 neighbourhoods, supported by 231 neighbourhood teams. The neighbourhood teams comprise 83 sergeants' posts, 287 CBM posts, 421 PCSO posts, 367 special constable posts and 647 volunteers (of which 321 are allocated specifically to neighbourhoods). The variation in budgeted posts to actual numbers of staff in post is minimal. The percentage of resources dedicated to Neighbourhood Policing is 19.56%.
- In April 2007, the Neighbourhood Policing supervisory establishment was increased by 34 sergeant posts in order to close the supervisory ratio gap to a target ratio of one sergeant to eight Neighbourhood Policing officers (CBMs and PCSOs). Current analysis indicates an average ratio of 1:11, which reflects the investment of some of the sergeant posts into neighbourhood co-ordinating roles, multi-agency problem-solving team supervision and CDRP liaison roles. A number of divisions had already made significant investment in supervisory posts prior to the additional 34 posts becoming available. The additional posts means the constabulary has a total of 92 sergeant posts contributing directly to Neighbourhood Policing. The ratio of supervisors to staff aids the effective delivery of community engagement and problem solving.
- Neighbourhood Policing is a key priority for Lancashire Constabulary. In 2007/08 the constabulary invested in an additional 34 neighbourhood sergeants, and it has also benefited from an additional 236 PCSOs under the Neighbourhood Policing fund.
- Lancashire Constabulary has a detailed resource-tracking process that highlights a number of key areas/issues, eg the number of dedicated neighbourhood staff; the number of staff in training; the number of wards with no dedicated neighbourhood resources (0), and the average number of population covered by specific resources.
- As part of the development of Neighbourhood Policing, the constabulary engaged in a process including consultation with local people and their elected representatives to identify neighbourhoods across Lancashire. The size of a neighbourhood depends on a number of factors, including the views of local people. Policing services are provided to those neighbourhoods through Neighbourhood Policing teams, which may include a CBM and a PCSO as well as other police and non-police staff. A Neighbourhood Policing team will provide policing services to one or

more neighbourhoods and the team will be the main point of contact for driving neighbourhood activity.

- Members of the community know how to access services and this includes the name and contact details of neighbourhood officers, details of PACT meetings, etc. The development of corporate communications through the constabulary website has been significant.
- Reality checks undertaken as part of the inspection confirmed that neighbourhoods had a named contact at CBM/PCSO level, with staff known and actively engaged with their communities. Means of contacting neighbourhood staff were evident.
- Volunteer Neighbourhood Policing assistants:
 - provide administrative support for PACT meetings;
 - carry out reassurance calls;
 - prepare newsletters;
 - take part in community radio;
 - give doorstep crime presentations; are involved in the Princes' Trust;
 - monitor CCTV; and
 - help to extend the opening hours of rural police stations and community contact centres.
- Unison is consulted in the development of volunteer activity.
- Lancashire Constabulary has in excess of 60 accredited persons in a number of agencies including housing associations, the Vehicle and Operator Services Agency (VOSA), Lancashire Fire and Rescue Service and local authorities.
- The constabulary has detailed Neighbourhood Policing abstraction guidance. The guidance stipulates a target of CBMs and Neighbourhood Policing sergeants spending a minimum of 90% of their time undertaking designated Neighbourhood Policing work. Divisional commanders are held responsible and the abstraction of neighbourhood staff forms part of the performance management process at divisional level. Divisional resources management units are responsible for collating monthly abstraction figures.
- All divisions have implemented abstraction policies which are monitored and enforced and ensure staff are not routinely abstracted from their areas eg:
 - Western division: each Neighbourhood Policing area provides detailed abstraction data which are collated centrally and form part of the monthly geographic reviews.
 - Northern division: all abstractions are monitored by a dedicated resource to ensure that officers are not abstracted for lengthy periods of time. Officers are expected to spend 90% of their time on their respective wards. The division has a sergeants' rota placed on the intranet to monitor abstractions of supervisors.
 - Central division: the resource manager produces weekly returns regarding the abstractions of CBMs and PCSOs from Neighbourhood Policing duties from the duty management system. These are created in conjunction with the operations

planning department and are sent to the Neighbourhood Policing chief inspector for quality assurance.

- Southern division: the chief inspector for Neighbourhood Policing receives an update from all the Neighbourhood Policing team sergeants across the division on a monthly basis detailing any breaches of 90% attendance in role. There have been no breaches in the last six months.
- Pennine division: the abstraction policy is adhered to with less than 2% abstraction rates (monitored by the resource management unit and performance review process).
- Lancashire Constabulary has a sound rationale for the deployment of neighbourhood resources based on a number of factors including neighbourhood profiles, local priorities and demands faced. This can be evidenced in all the six divisions and examples include:
 - Northern division: in the implementation stage neighbourhoods were identified via public consultation, MADE performance management data, crime overview results analysis (CORA) data, the deprivation index and the division's own resourcing meetings. Partners were included in the consultation with specific reference to funding. Ward areas were categorised into areas of risk, threat and vulnerability. Information shaped the allocation of staff in particular wards and is subject to annual review and consideration around specific needs, eg Pharos Ward moving to neighbourhood management in order to enhance the neighbourhood profile.
 - Southern division: resources are allocated according to geographic and demographic profile with cognisance to incident and crime information and MADE data. For example, Digmaor in Skelmersdale, recognised as a super output area, has a designated sergeant, two CBMs and three PCSOs, with the sergeant and one CBM funded through regeneration money. A geographic area that is comparable in size but significantly more affluent, with less crime and disorder, ie Bamber Bridge, has one CBM and two PCSOs.
 - Central division: one of the considerations for the deployment of PCSOs in the division was the use of external funding. The Central division has maximised the opportunities for utilising external funding to fund extra PCSOs, who are then deployed according to a service level agreement (SLA) with the external agency. The Central division has acquired external PCSO funding as follows: £55,000 from Preston City Council (mainstream); £198,000 from the Neighbourhood Renewal Fund (replaced by an area-based grant); £22,000 from Community Gateway; £19,000 from Newman College (further education college). The division ensures that all the above posts, which are essentially in deprived areas, are always staffed. Allocation of resources within the four geographic sectors is justified, with resources deployed according to MADE data with due consideration to providing quality of service, for example, in the more rural areas of Fulwood North.
 - Pennine division: a neighbourhood prioritisation process linked to the divisional resource management group allocates resources across the division. PCSO numbers allocated to neighbourhoods have taken account of this, balanced with continuity of staff. An example of this is where two unallocated new PCSOs were allocated to the highest priority ward, Daneshouse with Stoneyholme.
- Special branch (SB) strategic assessments are produced to provide a rich picture in the form of a community mapping project rather than as covert work. There

continues to be a clear ownership at divisional level and clear intelligence requirements and processes in place for collection at the local and corporate levels.

- SB openly engages with communities in neighbourhoods to build trust and confidence, in the belief that communities defeat terrorism. The counter-terrorism performance strategy reflects Operation Delphinus, with the counter-terrorism strategic board being chaired at chief officer level. SB has carried out a programme of briefings at neighbourhood level in the form of table-top exercises concerning a fictitious terrorist event. This has been significant in developing trust, awareness and understanding in conjunction with the work of the neighbourhood teams. Intelligence from the community's process has been reviewed to download effectively the knowledge from neighbourhood teams, members of communities and micro-mapping those communities. SB has deployed satellite officers to the territorial divisions to develop and maintain linked tasking and community dialogue.
- The Chief Constable has identified that learning and development is a key enabler in the delivery of operational performance and improved service delivery. While the constabulary is acknowledged to deliver a high standard of training and learning and development, it is critical to ensure that such learning and development contributes fully to the corporate priorities of quality of service, Neighbourhood Policing, diversity and protecting people.
- Staff have received appropriate training to deliver effective joint problem solving:
 - Western division: joint training days were held with New Fylde Housing and local neighbourhood teams to circulate best practice in relation to dealing with ASB.
 - Northern division: the division runs a series of Neighbourhood Policing workshop days with emphasis on performance management. The public and partner agencies have a part to play in these workshops, sharing information so that Neighbourhood Policing teams can formulate an action plan and a series of tactics on how they are going to respond to any particular problems with the ward areas.
 - Southern division; joint POP seminars have been held in each of the borough areas.
 - Central division; the division, in conjunction with several partners including Central Lancashire NHS, held a Licensees Conference to provide awareness and training for Preston's licensees regarding key licensing issues that affect neighbourhoods. A joint partnership training day has been arranged for members of the Preston MAPS team and other members of the CDRP. Members are currently being consulted on the content of the day, which will include training on and awareness of RJ, POP, Neighbourhood Policing, housing legislation and other relevant areas of work. The Central division also hosted two POP conferences during 2007 (March/November) to which representatives of all partner agencies were invited. The conferences included training and presentations on several CDRP POPs as well as award-winning POPs (winners of the Lancashire POP Conference and the Tilley/Goldstein awards). In September 2007, representatives of Preston CDRP attended a constabulary RJ conference which included training and awareness of the use and success of the approach. Speakers included the Solicitor General.
- All divisions can give examples of ensuring staff have the necessary skills to engage and work effectively with their communities:

- Western division: as a direct result of acquisitive crime issues in the Claremont Ward, a proactive 'task force' officer was posted to the Neighbourhood Policing team. This officer possessed the right investigative skills to deal effectively with the issues raised by the local community.
- Northern division: the division has implemented a pilot scheme looking at neighbourhood management within rural communities. An officer was selected to develop interaction within the rural community, in particular looking at the youth aspect of community engagement. This officer has previous experience of dealing with partner agencies and various youth groups and was regarded as an ideal choice for implementing the pilot, having experience of the performance context through working in management support.
- Southern division: all CBMS and PCSOs undergo a selection process to ensure that they are of sufficient calibre to undertake the role. Particular emphasis is placed upon joint problem-solving ability and personal motivation.
- Central division: a Polish-speaking PCSO works within the diversity team, supporting neighbourhood teams across Preston in engaging with the growing Polish population. The division has produced leaflets and posters in Polish to advertise PACT and also produced a frequently asked questions leaflet relating to traffic issues for the road policing unit.
- Eastern division: the division has two black and minority ethnic (BME) police officers and one PCSO fluent in Asian languages who work in prominently Asian beat areas (over 70% of the population).
- Pennine division: CBM positions are advertised with local community needs as part of the evaluation process. Officers need to show knowledge both of the area and of the challenges that they may face. This helps in ensuring that the best person is recruited for the job and that local communities are served. These positions are managed through the divisional resource management group.
- Lancashire Constabulary recognises that its own people are potentially its most valuable asset in achieving continuous improvement. In order to harness the potential within staff to suggest innovative ways of improving performance, the constabulary launched its ideas management system, 'Arresting Ideas!' in November 2007. While the value of recognising and implementing ideas 'from within' has already been demonstrated by the success of POP, 'Arresting Ideas!' has been introduced to capture other types of ideas from within the constabulary with the potential to achieve tangible savings, performance improvement, and increased staff engagement.
- Recognition is given to Neighbourhood Policing teams across the organisation, including CBMs, PCSOs, special constables and volunteer members of staff. This is evidenced through divisional commander's commendations and other awards, and covers all divisions:
 - Western division: Blackpool South Reassurance Plus team won the divisional POP award in 2007. A North Neighbourhood Policing team sergeant has an entry in the divisional POP awards in 2008.
 - Northern division: the division has won the Tilley Award for the Morecambe Bay incident and the Bike Safe initiative; a divisional CBM is the only person to date to have won the Tilley Award twice; a CBM was recently awarded The Rose

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Bowl Award by the Lune Valley Boxing Club; staff were awarded the Investors in Volunteers award.

- Southern division: commendations have been presented for Neighbourhood Policing work and a specific award is given to the CBM of the year.
- Central division: in 2007 a CBM won the constabulary Pauline Clare Award for the CBM of the year and was runner up in the national Jane's Police Awards for Neighbourhood Policing; a CBM was the winner of the George Herbert Redman Award (national award) for Neighbourhood Policing; the Central division was the winner of the 2007 National Tilley Awards for 'Moppin Up Dodge', an operation based on problem solving in the Farringdon Park neighbourhood; the division was the winner of the Lancashire Police POP Conference award in 2007 for Operation Detention, an operation based around ASB on the Brookfield estate and surrounding the primary school; each year the division holds an awards ceremony where officers, staff and partners/members of the community are recognised for their contribution to the policing of Preston and serving the public. The latest evening awards ceremony was on 21 February 2008.
- Eastern division: the division was awarded the Goldstein Award in 2007, and has; Lancashire's PCSO of the Year; the division also has a POP of the Year award.
- Pennine division: the division has a 'Top of the Pops' competition; divisional commander's commendations have been awarded to neighbourhood staff; the division has won the Herman Goldstein Award.
- In response to staff feedback, the constabulary has introduced the Celebrating Excellence Awards in order to recognise the achievements of staff and the organisation.

Work in progress

- Partners and members of the public have in the past felt the effectiveness of Neighbourhood Policing and the ability of the police to engage effectively with communities has suffered because neighbourhood staff are moved too frequently. This has previously been acknowledged and action taken but remains work in progress.
- The constabulary continues to identify learning needs in respect of staff delivering Neighbourhood Policing and is addressing those needs. Lancashire Constabulary's training plan has provided a solid foundation. Work continues in respect of delivering a wider focus including the areas of investigation, RJ and quality of service. A three-day Neighbourhood Policing training course has been specifically developed for newly appointed neighbourhood sergeants, CBMs and PCSOs with more than nine months' service. A member of the independent advisory group (IAG) is utilised to provide training about transgender issues to student police officers.

Areas for improvement

- While the Northern division is not seen as Lancashire's most challenging division, it covers a large geographical area and the constabulary needs to ensure CBMs/PCSOs within the division are given the appropriate level of supervisory guidance and support as provided in other divisions.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying and receiving feedback on local priorities.

Summary Statement

All neighbourhoods are actively engaging with the constabulary and its partners.

Strengths

- The constabulary has reviewed and developed its PACT processes to ensure that they afford true accessibility to all communities. The aim was to make the process more inclusive and representative of Lancashire's communities and create new engagement opportunities for community groups or individuals who may not otherwise wish to participate in public forums or be unable to do so. Work continues to establish specialist PACT meetings, building on the success of those introduced for people with hearing difficulties and the Polish community.
- Lancashire Constabulary has an implementation model for the delivery of Neighbourhood Policing of which PACT is a key element. To assist with this delivery, the constabulary has developed a six-step model. The model combines POP, NIM and PACT and identifies a structured approach to dealing with the signal crimes and disorders identified by local people using the PACT process. The model has been adopted by all Neighbourhood Policing teams in order to ensure the cohesive, effective and structured delivery of Neighbourhood Policing, allowing police, partners and the public to address locally identified priorities together.
- The underlying ethos of PACT is to proactively engage local people in identifying concerns rather than responding reactively to incidents or crimes, and to work with partner agencies and the public in tackling those issues. PACT provides members of the community with direct access and the opportunity to specify local priorities and problems, and to provide feedback on actions taken. To achieve this, a range of techniques have been developed within the constabulary which will allow members of the Neighbourhood Policing teams to proactively engage and consult with local people. The following represents some of the current mechanisms of engagement, which also allow feedback to the community in relation to ongoing police and partner agency activities:
 - PACT meetings: the PACT meeting is a monthly public meeting which is publicised and which encourages local people to meet their Neighbourhood Policing team to identify signal crimes and disorders;
 - street meetings: holding public meetings in key hotspots or other specific locations at an appropriate time, engaging the public and seeking their views on local concerns;
 - door knocks: proactively conducting door knocks in key locations to engage residents to identify significant local concerns;
 - Neighbourhood Policing displays/stalls: establishing a stall or display in a local supermarket or other well-frequented location to engage people;
 - Surgeries: holding a surgery with key individuals at a well-frequented location within the neighbourhood;

- youth or school PACT: the holding of a PACT meeting within schools or meetings specifically for young people to encourage an understanding of the key local issues for young people;
 - environmental visual audits: conducting ‘walk throughs’ (or similar activities) with local people (as well as partner agency staff) to identify those locations which cause them concern or which have an impact on other people within the neighbourhood; and
 - the constabulary internet site, which allows the public to raise concerns through a web page or via email. The intranet Neighbourhood Policing pages also contain a range of information relating to engagement tactics.
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- Examples of youth engagement in the Central division include the Youth PACT where a part-funded PCSO holds monthly engagement meetings with young people aged 16–18 at a local college. Reality checks at a second college found the CBM and PCSO were well known to members of staff and students alike. A focus group of students revealed that a number were involved in peer panels. There was acknowledgement that the local officers had been actively involved in problem-solving issues including instances of bullying within the college.
 - In line with the constabulary strategy for community engagement, a number of surveys are undertaken with members of the public via Opinion, a 4,000 member citizens’ panel which is broadly statistically representative of the demographic make-up of the county. Each survey covers confidence levels and feelings of safety, which allows the constabulary to track and monitor changes over time. By asking these questions frequently it is possible to establish quickly the impact police activity is having on wider public opinion of the service. Surveys are conducted three times a year, with each covering a wide range of policing and criminal justice issues in addition to confidence and safety. Findings from Opinion surveys allow informed decision-making about services and the development of initiatives to be undertaken with consideration for public expectations and requirements and, if any issues are identified requiring further research, focus groups can be held to ‘dig deeper’ into the reasons behind the answers. Opinion results have recently been used by the constabulary Connect project in support of the introduction of the new Symposium call answering system, and in the development of a number of initiatives for alternative ways for dealing with non-emergency enquiries. Survey results have informed the prioritisation of policing objectives for the year ahead and provide information about the amount of increases the public are willing to pay in council tax for policing. Opinion survey data is currently being used by the serious organised crime unit in the development of its engagement and marketing strategy aimed at educating and reassuring the public.
 - There is an extensive network of key individuals within all the divisions, which enable an informal means of regular communication and feedback with communities.
 - The young person’s website www.LimaCharlie.org is a key channel of communication between Lancashire Constabulary and a traditionally hard-to-reach section of the community. The site has won a national award for engaging with young people. Promoting more interaction is a key focus for development. The Lancashire Constabulary website is also a key channel of communication and is in a user friendly format.
 - Local neighbourhood teams are developing effective links with marginalised groups. For example, funding has been obtained from the Rank Charitable Trust and other

foundations to enable the police to work with other agencies to provide opportunities for constructive engagement with young Asians who are hard to reach.

- While working to improve overall service delivery through the Sustaining Excellence programme, the constabulary continues to monitor its actions and satisfaction levels through the confidence and equality board and its associated delivery group. Particular attention is paid to proportionality issues and the exercise of certain police powers such as stop and search. This approach is reinforced by the target to achieve high levels of satisfaction with no disparity between white and BME service users. The board also oversees the work of the constabulary's equality schemes for race, disability and gender, all of which have detailed action plans to promote equitable service delivery.
- The constabulary's diversity strategy, while not mutually exclusive to the PACT strategy, looks to address the needs of discrete groups within communities, particularly those who have been deemed as 'hard to reach' or whose needs and requirements the police has historically not been as effective in addressing. The strategy addresses diversity from six strands: age; disability; faith; race; gender; and sexual orientation. Each territorial division leads on one of the strands to develop high-level good practice in relation to that aspect; however, all divisions are expected to have plans to deal with prominent communities of any nature. Latterly, this has been extended to emerging communities arising from the influx of immigrants from Eastern European countries and the constabulary is also working closely with Lancashire County Council in developing 'gateway' services for vulnerable individuals who might fall within any of the identified strands but have individual vulnerabilities that require them to be signposted to other service providers for appropriate levels of care.
- Throughout 2008/09 and beyond, the diversity unit, based at headquarters, together with divisional diversity staff, continues to work closely with IAGs, making sure that they accurately reflect the communities served. IAGs are seen as the constabulary's 'critical friends' from a wide range of communities, including young, deaf, gay and Muslim, who can provide truly representative feedback about service delivery and then work with staff to improve quality and fairness in everyday activities. In addition to the IAGs, a working group has been established to examine the constabulary's involvement and links with 'emerging' communities. This group monitors the work of front-line officers dealing with the expanding migrant population in the county to ensure that the constabulary is providing quality services which are fair and respectful of their different cultures. Lancashire Constabulary's work in this area will be supported with training programmes designed to reinforce the message that service needs to be fair for everyone.
- The constabulary is involved in numerous initiatives to promote equality. These include:
 - appointing a dedicated PCSO, funded jointly with Lancashire County Council, to act as a deaf liaison officer with responsibility for disability issues;
 - introducing a county-wide hate crime protocol to increase reporting of hate crime incidents and make better use of partnership facilities;
 - specialist seminars on the subject of community cohesion;
 - a review of the constabulary's transgender custody policy and transgender staff policy;

- working with the University of Central Lancashire to research ‘places of safety’ under the Mental Health Act; and
- promoting the recently launched short message service (SMS) text messaging service for people who are deaf or hearing impaired.

- Lancashire Constabulary sees young people as valuable members of society who, with energy and enthusiasm, often provide solutions to community problems. In recent years the constabulary has sought to reinforce this view by recognising young people who have achieved success through volunteering. The Lancashire Partnership Against Crime (LANPAC) is continuing to support this stance through annual good citizen awards, and in 2008 and beyond, the constabulary will continue to promote the good works of young people.

- As an individual demographic young people account for approximately 25% of the population of Lancashire and as such, not only do they reflect the needs and requirements of the wider community, but they also present the police and its partner agencies with an opportunity to positively influence the communities of the future. Recognising this, Lancashire Constabulary has sought to raise the corporate profile of issues relating to young people by providing a clearly defined infrastructure throughout the constabulary, with a chief officer taking the strategic lead and three identified themes being led by senior managers. These themes relate to young people as citizens; young people as vulnerable persons; and young people as offenders. Overlapping issues between these three areas are drawn together by a youth co-ordinator, who will also link into the constabulary’s external partners on the Every Child Matters agenda.

- Having established a robust, performance-focused infrastructure in 2007/08, in 2008/09 the constabulary plans to work with partners to provide schools in Lancashire with the opportunity to receive inputs by police officers/PCSOs for students in years 6 to 9. The packages delivered will be to a common minimum standard and are aimed at responsible citizenship, focusing on topics such as criminal damage, ASB and the harmful effects of alcohol. Delivery of these packages by members of the local Neighbourhood Policing teams will also:
 - encourage positive relationships between the police and young people outside the school environment;
 - provide information and support for front-line staff on how to engage with young people on the streets of Lancashire;
 - establish consistency across the constabulary with regards to intervention/prevention of young people entering the criminal justice system;
 - establish a consistent approach;
 - and provide training for officers on the referral of concerns regarding the vulnerability/safety of a child or young person.

- In addition to pursuing its own initiatives for the benefit of young people, the constabulary will be working with local authority and county council colleagues on the implementation of Every Child Matters, and looks forward to playing its part in empowering young people to achieve their full potential.

- Community mapping has provided a framework for engagement with hard-to-reach groups and incorporates specific strategies which involve:

- FAPAC (faith and police action committee);
 - BACPAC (Black and Caribbean police action committee);
 - Hope 08 (Catholic Christian group);
 - Street pastors (2 churches involved);
 - Imams' forum (13 mosques involved – recognised nationally as good practice);
 - an IAG;
 - 2 bi-lingual workers;
 - a Travellers PCSO; and
 - a Polish PCSO.
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- The Daneshouse and Stoneyholme neighbourhood is supported by a detailed profile and a PACT panel. A focal point for the community is the Chai community centre which provides a location where neighbourhood officers can be accessible on a regular basis. The centre is supported by members of the different communities and provides evidence of partnership investment in the area. Engagement processes include the Stoneyholme Women's PACT which is well supported by members of the Muslim communities. Community intelligence generated within this neighbourhood was reviewed and provided evidence that significant and useful information is gathered from communities in the area which relates to local issues and PACT priorities and demonstrates a clear understanding of what constitutes signal events in the area. Awareness of issues such as gangs and affiliations was apparent.
 - The constabulary has a pilot scheme involving the use of 15–20 street representatives on two estates in Preston. Neighbourhood issues are fed to a single point of contact at Unity FM.
 - In the Western division response officers and investigators are aligned to neighbourhoods and attend PACT meetings when shifts and demand allow. This enables them to become known in the community, to better understand the problems of their geographic areas, and to generate community intelligence and become more involved in problem solving. This reflects a holistic, integrated approach to Neighbourhood Policing in which the various functional teams are co-ordinated and geographically focused to meet the needs and expectations of local communities.
 - The constabulary makes use of Opinion (Wave) data at a divisional level, eg in the Central division, following receipt of the data the SMT and DMT and the divisional quality of service group review the content and make an appropriate assessment. Significant aspects are teased out and 'branded' onto posters by the media/marketing officer. These pictures are then posted around police stations. Members of the quality group then attend briefings, offices and parades to discuss the significant aspects, for example, what influences confidence in policing. An assessment of the effectiveness then takes place following the next Wave survey.
 - The divisions also make best use of PROBE data. Again, in the Central division the data is reviewed by the SMT and DMT, the quality of service group and PROBE champions based in geographic sectors. Following the assessments and analysis of areas of concern, measures to address the issues are put in place by the PROBE champions and these are subsequently assessed by the quality group. In addition, a

PROBE PowerPoint and aide-memoire have been produced and these are regularly delivered to front-line staff. Due to the specific nature of the follow-up issue within PROBE, the divisional quality of service group has devised a PROBE action plan, which at the time of inspection was being addressed by the PROBE champions.

- The quality of service divisional champion is responsible for interpreting and understanding the Citizen Focus file. Indeed, this satisfaction data has been made a standing item at divisional strategic tasking, SMT meetings and DMT meetings. Following these discussions, areas for improvement are highlighted and measures put in place to address. For example, recent data indicated a drop in racist incident 'police action' satisfaction rates. An action plan has been formulated with a view to understanding these issues, specifically around dip sampling and face-to-face contact with victims.
- A comparison of satisfaction rates between white people and people from a BME background is received by divisions quarterly. The Central division's gap stood at 4% at the time of inspection, which is the best figure since the comparison began. The divisional diversity team reviews its engagement process following each set of new figures. This is mainly due to the need to identify any areas for improvement or enhancement. In addition, the data is discussed openly at the Imams' forum, the mosque PACT and at IAG meetings.
- The constabulary's community engagement strategy incorporates the PACT process in addition to the counter-terrorist and radicalisation agenda. This has been developed to address more acute issues in relation to the radicalisation agenda and exists as a separate strategy, as it discusses more detailed and specific strategies for intelligence collection and action planning which need to take cognisance of sensitive community impact issues. This strategy has been developed in the light of a community mapping exercise which provides detailed data on specific race or faith groups within communities that allows the constabulary to develop bespoke engagement plans around individual mosques, communities or other centres of worship.
- Training is provided to Neighbourhood Policing teams in understanding the 'rich picture' of their neighbourhood eg specific training has been provided in respect of awareness around serious and organised crime, terrorism, registered sex offenders and prolific offenders.
- Evidence specific to the divisions includes:
 - Western division: the violent and sex offenders register (ViSOR) unit regularly liaises with CBMs in relation to prolific sex offenders and takes joint action where appropriate to deal with potential problem individuals. It has made all neighbourhood teams aware of its capabilities via briefings.
 - Northern division: analysts are producing community mapping documents for all neighbourhoods to promote understanding of certain issues within each of the ward areas. SB and SO15 visited the division to raise awareness of counter-terrorism. SB has also conducted a workshop for neighbourhood staff in respect of community mapping and awareness.
 - Southern division; training has been delivered relating to new powers for PCSOs; the divisional hate crime officer and SB delivered counter-terrorism presentations on a rolling programme to all operational staff, with particular emphasis on Neighbourhood Policing teams; the offender management unit

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(OMU) and the public protection unit (PPU) have delivered presentations in all geographic areas concerning work with chaotic, repeat and high-risk offenders.

- Central division: new PCSOs, CBMs and neighbourhood sergeants undertake preparation modules prior to attending a corporate Neighbourhood Policing course. This course includes inputs on serious and organised crime, terrorism and diversity. All Neighbourhood Policing teams have had a training session from SB in relation to counter-terrorism. All geographic sectors attend the divisional monthly counter terrorism meetings. All have ongoing Building Bridges POPs that address CT-related community issues, for example, development of mosque PACTs and community contact books in all mosques/faith establishments. All Neighbourhood Policing teams have had a training session regarding gun crime and particularly how to deal with the aftermath of an incident. The intelligence and PPU departments have also given presentations to local neighbourhood teams at sector level. The intelligence unit routinely attend neighbourhood briefings and not only advise on intelligence but also on changes to the intelligence recording system so that officers are kept up to date.

Work in progress

- The constabulary has identified a number of wards where community engagement is proving challenging and has not yet been fully developed.
- PACT newsletters are seen as an effective way of engaging with the wider community. At the present time there are inconsistencies in respect of content and coverage which the constabulary is working to overcome.

Areas for improvement

- While there is considerable evidence of police contact with young people, together with examples of innovation, less well-evidenced are occasions when the learning from such contact with young people has influenced service delivery.
- Continuity of staff is a key issue for both partner agencies and the wider community. Constabulary policies for promoting and developing staff do not take account of partner and community concerns around consistency and continuity of staff.
- The mobile telephone numbers of CBMs and PCSOs are widely published; however, this can create unrealistic expectations for the public and partners. For CBMs and PCSOs a significant amount of time can be taken responding to historical calls. The constabulary needs to satisfy itself that the practice of distributing contact details is not undermining trust and confidence.

Joint problem solving is established and included within performance regimes.

Summary Statement

Joint problem solving involves the constabulary with partners and communities across all neighbourhoods. Joint problem solving activity is routinely evaluated and demonstrates significant problem resolution at neighbourhood level.

Strengths

- Joint problem solving is robustly monitored and evaluated throughout the organisation. The EPIC template is used to identify priorities at PACT panel multi-agency TCG meetings. PACT priorities are agreed locally and there is a constant feed of the priorities into all levels of intelligence development.
- Partners continue to be unanimous in their acknowledgement and praise of the constabulary's stance in respect of partnership activity. There remains clear evidence of effective joint problem solving focusing on local priorities that are determined through the involvement of both partners and members of the community. Activity is driven at a strategic level with strong engagement and leadership from all chief officers. The Chief Constable continues to be the driving force and makes a strong personal commitment to this area of policing.
- Lancashire Constabulary continues to support the development of inter-agency neighbourhood management. Shared neighbourhood teams involve a neighbourhood co-ordinator, a neighbourhood engagement officer, neighbourhood capacity officers, Neighbourhood Policing sergeants, CBMs, PCSOs, registered social landlords and accredited ASB officers.
- The POP policy and its associated procedures provide direction to senior officers and line managers/supervisors in respect of the application of the principles of POP. It also provides police officers and police staff with an understanding of the constabulary's approach to the use of POPs, and an understanding and acceptance of their individual responsibilities to apply the principles of POP in undertaking their day-to-day duties. The policy applies to all police officers, police staff, special constables and volunteer staff. The aims of this policy are to:
 - establish a structured approach to the application of the principles of POP in respect of operational and support functions throughout the constabulary;
 - establish an understanding of the individual responsibilities of all police and support managers, supervisors and staff in the use of POP principles in relation to planning and carrying out their day-to-day activities; and
 - establish an understanding among all staff of the importance of working together with partners in problem solving.
- The application of Neighbourhood Policing across Lancashire continues to take place within a framework of NIM and POP compliance and follows a six-step model:
 - know your neighbourhood;
 - engage with the public to identify priorities;
 - engage with partners;
 - local neighbourhood action driven by PACT panels;
 - divisional action; and
 - review progress and communicate results.
- There is an extensive network of key individuals within all the divisions, which enables an informal means of regular communication and feedback with communities.

- The Safer Lancashire board maintains an overview of progress against public service agreement (PSA/local area agreement (LAA) performance targets. A number of local authorities have now adopted a multi-agency tasking and co-ordination (MATAC) approach at CDRP level.
- The PACT philosophy dictates that priorities are resolved, via the PACT panel, by police, partners and the public. Only those priorities that cannot be fully resolved locally are subject to an escalation process (divisional tactical tasking and co-ordination groups (TTCG), MAPS, neighbourhood management or CDRP.
- PACT meetings provide the focus for developing community intelligence and converting it into meaningful and relevant actions endorsed by communities. These processes are supported by the PACT collection plan. The PACT meetings take place in geographical neighbourhoods and form the basis for engagement in specialised areas and with non-geographical communities and hard-to-reach groups. Neighbourhood Policing officers also attend other public meetings. Other agencies are beginning to adopt the PACT model. Support and the level of engagement from communities throughout Lancashire are very strong. The EPIC template is used to identify priorities.
- When PACT-identified priorities cannot be addressed locally at neighbourhood level, it is the responsibility of the operations manager in the division to ensure that these are linked into the divisional fortnightly TCG meetings following the NIM process, or through local CDRP tactical delivery meetings. In addition, and where appropriate, consideration should be given to significant neighbourhood priorities being included in the divisional and constabulary control strategies. The following applies across the divisions:
 - it is acknowledged that there will be commonalities in many PACT priorities and it will not be possible to take cognisance of all through TTCG processes. Therefore the NIM process should take account of more persistent and deep-rooted problems;
 - SLEUTH should be used to record the current monthly identified priorities in each Neighbourhood Policing area. A page on each divisional whiteboard should be available to all officers and should be accessed to assist with daily briefings. The divisional Neighbourhood Policing chief inspector should ensure that appropriate processes are in place to update SLEUTH as soon as possible after the PACT panel has agreed the priorities. The method of access, information and style of this information should follow the same format across the county;
 - communications room staff should have a full knowledge of PACT and be aware of locally identified neighbourhood priorities through accessing the SLEUTH briefing pages. This will assist when deploying neighbourhood response officers to calls from the public requesting police assistance with an ongoing neighbourhood priority;
 - divisional intelligence department staff, including analysts, should support PACT by providing community intelligence and NIM analytical products where appropriate, through researching all relevant databases and other sources of intelligence to recognise and support the addressing of identified neighbourhood priorities;
 - divisional intelligence department staff should manage community information received by the Neighbourhood Policing teams throughout each month to assist

the identification of community concerns which may not be raised through the PACT process;

- PACT multi-agency groups should follow a set agenda and details of those attending should be recorded. The issues, subsequent agreed action(s) and those responsible for addressing them should be recorded on the PACT tasking and co-ordination document (EPIC). Forms and further tactical guidance should be available on the Neighbourhood Policing pages of the intranet under PACT and toolkit;
 - the intention behind the local tasking and co-ordination process is to agree which agency or person is the most appropriate to provide the necessary interventions. The completion of the EPIC document should allow a record to be kept of the priorities and the agreed interventions to tackle those issues;
 - wherever possible, cognisance should be taken of the existing good practice contained within the POP database; and
 - details of priorities must be included on SLEUTH to ensure that all divisional and Neighbourhood Policing team staff are aware of the monthly priorities. Where appropriate and in order to deliver on the priorities, divisional resources should be deployed, alongside partners, to tackle key priorities. This can be achieved through referral of specific priorities to the divisional TTCG meetings or to the various local CDRP tactical delivery meetings.
- Evidence of business processes and involvement in partnership working was provided in the form of the MATAC meeting at Preston during May 2008. The focus of the meeting was on bridging the gap between long- and short-term partnership action and the intention was to bring day-to-day partnership work in line with the wider CDRP strategic issues. The meeting was informed by partnership strategic priorities arrived at following development of a joint strategic assessment and supported by the presence of a partnership intelligence analyst at the meeting. There was a review of agreed actions, hotspots and current performance. In addition, community concerns were fed into the process together with any emerging issues. This was a business-like environment managed in a way which was consistent with the principles of the NIM.
 - Communities across Lancashire are full engaged in determining local priorities for their area, have a say in and are kept informed of action taken, and ultimately formally sign off the priority.
 - Neighbourhood weeks of action typify the approach taken and focus attention and resources on high-priority areas. Detailed planning processes support these initiatives, with members of the community formally signing off issues and priorities when resolved.
 - The constabulary undertakes partnership training in conjunction with partners such as the Community Gateway Association (Preston). Lancashire Constabulary has a structured process to joint problem-solving training which can be evidenced in all the divisions:
 - Western division: joint training days held with New Fylde Housing and local neighbourhood teams to circulate best practice in relation to dealing with ASB.
 - Southern division: joint POP seminars have been held in each of the borough areas.

- Central division; the division, in conjunction with partners including Central Lancashire NHS, held a licensees conference to provide awareness and training. All training is delivered in response to a learning needs analysis. This was demonstrated in respect of the introduction of the Neighbourhood Policing training course (see Developing Practice) in which a learning needs analysis was undertaken. This identified that staff needed a greater knowledge of the constabulary six-step delivery model, including problem solving, community engagement and meeting management.
- A POP good practice database supports the Neighbourhood Policing reference sites on the intranet; in addition, POP task management, good practice and problem profiles are located within SLEUTH and are accessible across the constabulary area.
- CBMs and PCSOs in the Pennine division are chiefly measured on delivering community reassurance. CBMs and PCSOs are required to complete monthly returns in relation to visibility, accessibility, familiarity and problem solving. Activity contributing to detections is seen as subsidiary.
- The Eastern division's Families Project seeks to deal with the root causes of social exclusion, not merely the symptoms such as family breakdown, poor health, non-attendance at school, crime and ASB. Multi-agency collaboration targets interventions at families considered to be at high risk of breakdown. Independent evaluation by Sheffield Hallam University confirms that the project has achieved positive outcomes in relation to homelessness and ASB. Police and partners have seen a reduction in incidents and workload and public perceptions about ASB have declined.
- Operation Borderline in the Northern division was aimed at combating underage drinking, ASB, criminal damage and violent crime in the division. The operation utilised a partnership approach in conjunction with Trading Standards and focused on RJ interventions. The operation was run in Morecambe's West End as the area had seen an increase in low-level violent crime and criminal damage. Officers are deployed in hotspots for early intervention tactics and have been encouraged to use RJ at all opportunities, taking young people to their home address and discussing any issues in front of their parents. The operation has seen a dramatic reduction in ASB and other related crime, and is due to be rolled out across the division as best practice in RJ and combating alcohol-related incidents.

Work in progress

- Following good results over the past 12 months, Lancashire Constabulary is looking at where it can get the next edge on performance. Innovation is seen as the way forward, examples of which include;
 - the OMU, which is at the pilot stage in Burnley where 400 persistent offenders are being managed at the same time in an integrated way. The project is about combined action with co-located members of staff from different but related agencies working together;
 - processes to enhance the benefit of high-quality staff such as QUEST, PDRs and the STCG are being tightened up;
 - looking at the relationship between re-offending and disposals and also the quality of service and satisfaction elements of criminal justice processes. Work on RJ is an important plank in these developments; and

- taking Neighbourhood Policing forward towards neighbourhood management, with a five-star management services in the areas of greatest need.
- At a strategic level the synergy in which LAA priorities and targets reflect a comprehensive, integrated vision for promoting safer, stronger communities remains work in progress. This is further complicated by central government prescription through Government Office North West. In such complex structures and influences community focus can become lost.
- Local problem solving in neighbourhoods is supported by an infrastructure of MAPS teams, to which problems can be escalated for additional resources. This remains work in progress. MAPS teams operate at a borough level and it is intended that additional sub-teams should be created and aligned to individual neighbourhood teams. This will create a more effective infrastructure for harnessing and co-ordinating multi-agency activity and enable geographic inspectors to work with other agencies to implement strategic solutions to persistent problems.

Areas for improvement

- Partnership commitment to developing and delivering a more joined-up, citizen-focused approach to tackling local problems varies within and across divisions. While comprehensive area assessments (CAAs) may promote a more effective management infrastructure for identifying and addressing local priorities, there is no sense that local authorities are already grasping a CAA approach to shape and improve current arrangements. While there are examples of effective multi-agency tactical operations, better communication and information sharing are critical prerequisites to a more holistic problem-solving approach.

The outcomes of Neighbourhood Policing are being realised by the surveyed public.

Summary statement

The SPI/KDI data shows that the constabulary’s performance is significantly better than the average for the MSF.

The SPI/KDI data also shows that the constabulary’s performance is unchanged compared with two years ago.

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
LANCASHIRE	+6.0	+4.9	+4.5	+1.4	-1.3	+0.8

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the constabulary and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the constabulary's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

SPI 2a – percentage of people who think that their local police do a good or excellent job.

55.3% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly better than the average for the MSF.

The constabulary performance was unchanged in the year ending March 2008; 55.3% of people surveyed think that their local police do a good or excellent job, compared with 50.4% in the year ending March 2006.

KDI – percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.

53.5% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is significantly better than the average for the MSF.

The constabulary performance was unchanged in the year ending March 2008; 53.5% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 52.1% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

15.4% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

The constabulary performance was unchanged in the year ending March 2008; 15.4% of people surveyed think there is a high level of anti-social behaviour, compared with 14.6% in the year ending March 2006.

Constabulary-level and local satisfaction/confidence measures are used to inform service delivery.

Summary Statement

The constabulary fully understand the needs of its communities. Identified service improvements are systematically made to improve local service delivery.

Strengths

- Lancashire Constabulary is seen as a national lead in respect of performance management, with effective processes in place to map data at a number of levels across the organisation and highlight variations over time.
- Performance data, including survey data, is regularly included in the constabulary STCG meeting. Presentations include data at the divisional level to help inform the organisation of current performance and significant patterns or trends in the data. The presentations have been supplemented by a detailed performance product, CF-PROBE, which the constabulary has developed to assist operational officers in monitoring performance in respect of the quality of service delivered to the people of Lancashire. The product is available on the constabulary intranet and can be accessed by all members of staff.
- The constabulary has a strong focus on confidence and satisfaction measures, which feature in all performance assessment at both a corporate and divisional level. This activity takes place on a regular basis and the measures are used to inform service delivery.
- Service delivery across the constabulary is informed by community feedback, both formal and informal. Lancashire Constabulary is proactive in seeking feedback across all policing disciplines including contact management, response, Neighbourhood Policing and investigation. Use is made of survey data, quality of service complaints etc.
- The TORA system enables the constabulary to monitor the activity of officers and link the results to outputs from PROBE quality of service data and customer satisfaction surveys. The role of the corporate development directorate and core team is to review policy and to carry out audit, inspection and quality assurance work in this area. The Opinion surveys provide a database of community views and levels of confidence and reassurance. PROBE is an effective survey process that provides feedback on public confidence in the quality of services delivered by the constabulary.
- The NORA pilot takes a neighbourhood-level criminal damage focus which has produced positive results over a three-year period and extends this to other crime types. The process aids the identification of genuine signals through a neighbourhood-level survey. This is seen by the constabulary as an extension to community intelligence. Partners are involved in the process and the results are checked for issues which need immediate interventions. Neighbourhood plans have been revisited, taking account of the additional information.
- In relation to monitoring and evaluation each geographic inspector, neighbourhood sergeant and CBM/PCSO should ensure that engagement and consultation with the

public to identify signal crimes and disorders (through locally appropriate methods) is conducted on a monthly basis. This includes the PACT meetings and the PACT multi-agency groups.

- In each division, the Neighbourhood Policing chief inspector is responsible for completing the quarterly highlight and headline measures report, which must be forwarded to the core Neighbourhood Policing team at headquarters by the ninth day of the following month. The monthly highlight and headline measures report captures key information relating to PACT, including top priorities and the number of PACT meetings and multi-agency group meetings held.
- Where appropriate, contact should be made with the divisional IAG to review the effectiveness of local processes to engage diverse and hard-to-reach communities.
- The constabulary have issued Neighbourhood Policing guides to all operational staff explaining how staff can contribute to Neighbourhood Policing, eg how response officers contribute to the feedback process, information sharing etc.

Work in progress

- Headquarters media and marketing and Neighbourhood Policing teams are developing a model for evaluating whether PACT processes have improved public confidence, made people feel safer in their neighbourhood and encouraged people to feel that they are able to get involved with PACT and so have an influence on what happens locally. This model will include research among people who have been involved in the PACT process and those who have had no involvement at all or who may not even be aware of it. It is likely to make use of the constabulary's citizen's panel, but will also include other methods of research.

The constabulary demonstrates sustainable plans for Neighbourhood Policing.

Summary Statement

The constabulary and the police authority have demonstrated how neighbourhood policing will be sustained beyond April 2008.

Strengths

- Governance for the development of Neighbourhood Policing remains strong. The Sustaining Excellence steering group oversees and binds the progress of a number of related programme boards, including those for Lancashire Connect, Quality Counts, diversity and Neighbourhood Policing. The corporate improvement agenda has focused on this area and Neighbourhood Policing features in the chief officer's quarterly performance review process. In addition, the Neighbourhood Policing programme is managed using PRIDE (project, initiation, delivery and evaluation) methodology, supported by corporate, divisional and core implementation team meetings. There is a rigid reporting structure that drives delivery.
- A corporate programme plan, Sustaining Excellence in Neighbourhood Policing, has been agreed by the Neighbourhood Policing programme board to take Neighbourhood Policing beyond April 2008. The constabulary, with the support of the police authority, has made significant investment in resources to enhance Neighbourhood Policing with appropriate strategic plans in place in respect of the

key areas of finance, human resources (HR), estates management and learning and development.

- Lancashire Constabulary has a Neighbourhood Policing programme highlight and headline measures report which focuses on the key areas of engagement and partnership, highlighting best practice and the top PACT priorities.
- Sustainable plans are also in existence within the divisions: Neighbourhood Policing plans for the Central division were formulated in November 2006. Following a review each geographic sector has been tasked to produce a 12-month neighbourhood plan for each ward area within their sector. These plans will include an overview of the sector followed by a bullet-point-style document detailing what success for the ward will look like in March 2009. Plans will be reviewed on a quarterly basis.
- In support of Neighbourhood Policing the constabulary continues to develop its network of satellite accommodation, which brings policing into the heart of communities by sharing local authority and other partner sites. Over a 12-month period the constabulary introduced 25 sites including a flagship Community Justice Centre in Brookfield, Preston; 47 sites were operational by the end of March 2008 and plans are in place to increase this number to 70 by the end of 2008/09. Each of these sites is equipped with computer facilities that will allow Neighbourhood Policing teams and other operational police officers to work from these sites, making officers more visible and accessible to local people. Officers are also equipped with personal handheld computers and mobile data terminals which will reduce the need for them to spend time in police stations, enabling officers and PCSOs to spend more time on visible patrol.
- ICT support for Neighbourhood Policing continues to be delivered in three strands:
 - enabling routine access to systems in all police premises, including the majority of satellite accommodation;
 - providing mobile data for routine access when on patrol;
 - and access to an increased number of applications on those systems.
- Facilities have been rolled out in conjunction with the work of the estates department to satellite offices using a broadband-based solution that is secure, flexible, immediately available and cost-effective.
- As stated, while being acknowledged as a beacon force, Lancashire Constabulary has not stood still. The constabulary has an effective corporate framework to address identified areas for improvement highlighted through both external and internal inspection and analysis. This includes action plans implemented in response to areas for improvement from the 2007 HMIC inspection and NPIA assessments. There is clear evidence of improvement as a result. Strong leadership is both supportive and intrusive throughout the organisation at a corporate and divisional level, driven by chief officers.
- The police authority in Lancashire has a close but challenging relationship with the constabulary, being involved in all key area of business. Police authority representatives meet fortnightly with the Chief Constable and are represented on relevant policing boards and scrutiny panels. Police authority members have one-to-one contacts with specialist areas of interest. Through national work and interaction with colleagues, police authority members believe that they are among the best

informed in the country, allowing them to carry out their role in relation to scrutiny more effectively and ask difficult questions with confidence.

- The police authority role in relation to both scrutiny and support was tested during preparation for the implementation of the STORM computer system. The constabulary anticipated a fall in performance as staff were trained and the new system introduced. Chief officers sought a relaxation of performance targets to allow for a continued focus on quality issues. This position was not acceptable to the authority; however, a clear understanding of the relevant issues resulted in an increase in funding for the communications function beyond establishment during the period in question.
- Police authority members are members on both the county and unitary board for the LAA (chair or vice chair) and the new Safer Lancashire board is police authority driven. Work is ongoing to develop a strategic CDRP across all 14 CDRPs within the County.

Work in progress

- The police authority recognise that the consultative work undertaken during the police and community meetings is being replicated and in many respects superseded by the well-established PACT meetings, which are being creatively developed to address local issues. Rather than duplicate this work, the authority intend to build upon the success of PACT, developing processes to undertake their responsibilities at a more strategic level.

Developing Citizen Focus Policing

2007/08 Summary of judgement	Exceeds the standard
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Exceeding the standard

During this inspection the constabulary was assessed against SGC in a number of key areas of Developing Citizen Focus Policing. To discern between forces, a moderation process has been applied to determine the grading of the constabulary.

Following the moderation process, Lancashire has been assessed as exceeding the standard, which means that the constabulary demonstrates that it meets the standard and displays innovation in Citizen Focus implementation, is a market leader and has developed activities that lead to improved outcomes. The constabulary is performing significantly better than the average for its MSF in at least one SPI/KDI, namely satisfaction with the overall service provided.

The constabulary demonstrates innovation in developing Citizen Focus.

Strengths

- The Chief Constable provides strong personal leadership to the areas of Citizen Focus and quality, is the ACPO lead in respect of standards and quality and led work into the development of the National Quality of Service Commitment (NQoS). He provides a national lead, challenging the way policing is delivered in every neighbourhood and through every encounter members of the public have with the service. The Chief Constable provided a strategic overview and vision of developing a citizen-focused approach to HMIC.
- Sustaining Excellence is the constabulary's vehicle for change. The programme has been built with the support of external consultants ODRL around the constabulary's drive to deliver a citizen-focused service, dealing with the less tangible issues. As the result of an ODRL survey conducted in 2007, the Sustaining Excellence team have developed action plans to move the constabulary from 'good' to 'great'.
- The programme is focused around shifting the culture of the organisation towards:
 - understanding that members of the public are its highest priority;
 - believing that getting it right first time is paramount to delivering quality and Sustaining Excellence;
 - working together with the community, its partners and each other to address problems and protect individuals and communities from serious harm;
 - encouraging its employees to be proud of themselves and the organisation they work for;
 - being visible, accessible and accountable for local policing issues; and
 - treating people politely, with respect and dignity, recognising that everyone is unique.

- Sustaining Excellence focuses on the key areas of people, processes, partners and performance. The people issues are around the change in culture required to develop true Citizen Focus. This consideration has been ignored in the past process-oriented environment. The constabulary has recognised this, informed in part by the results of a cultural survey, and understands the need to develop this area. A chief officer portfolio, assistant chief constable (ACC) (people), has been created which provides a focus and leadership for all areas of development relating to people.
- Each of the chief officer portfolios have Sustaining Excellence objectives and chief officers have responsibility for specific projects allocated by the programme co-ordinator. The co-ordination of the programme is overseen by a steering group chaired by the deputy chief constable (DCC) who is the programme director. Ultimately the programme director reports to the STCG. The police authority is actively engaged in the programme.
- The linkages between the issues within and across portfolios have been recognised and are being mapped. The programme structure follows the NIM model and provides a tasking and co-ordination environment with the same status as the STCG which looks at the delivery of projects and the links into chief officer portfolios. There are agreed aims for each of the chief officer portfolios which are monitored through the PDR process. There is clear line management with the DCC at the hub. The foundation and fundamental building blocks of the programme are the hallmarks and standards, together with the expression of what these mean to all members of the organisation. There is a clear understanding that organisational development around the service imperative needs to have the same status as development around the operational imperative.
- Overall there have been Citizen Focus performance improvements, especially in follow-up action attributable to an enhanced understanding of issues due to development of supporting processes within the constabulary. PROBE (an infrastructure surveying members of the public about the quality of services provided and reporting diagnostic actionable information to front-line staff) incorporates data taken from interviews with 6,000 service users on an annual basis, facilitating analysis to the level of geographical inspector focused on actions, behaviours and follow-up. This product effectively establishes levels of satisfaction and identifies which factors influence these and the extent to which they exist. These factors were arrived at by asking customers why they were satisfied or dissatisfied, which provided diagnostic data and therefore a deeper understanding.
- PROBE is now one of the standard tools which informs the STCG, the quarterly performance review and the quarterly performance bulletin, ensuring an awareness at corporate and local levels.
- Sherlock has been developed as an information portal on the constabulary intranet to improve staff accessibility to information.
- Performance and development in respect of Citizen Focus in the divisions is defined, monitored and proactively managed through the TTCG. Meetings are divided into two parts, the second part being dedicated to Citizen Focus performance. Culturally this is important because it ensures that Citizen Focus is part of core business and not treated as a separate and independent requirement.

- All divisions in Lancashire Constabulary undertake regular quality of service management meetings in order to drive up standards. An example of such a meeting (Pennine division) shows an overview of divisional performance on qualitative performance measures and a focus on:
 - compliance issues: supervisory dip sampling remains problematic due to the moving of sergeants or the use of temporary officers. In addition, the division recently utilised an amended audit form that covers the areas of survey in more detail, enabling improved diagnostic information relating to quality of service to be gathered.
 - NQoSC: the division is required to produce a six-monthly update on NQoSC. The aim is to improve on the number or exceed the standard grades previously achieved, but in order to do this there is recognition of the need to collate the activities that are ongoing across the division.
 - Opinion Wave 14: confidence levels have dropped from 93% to 87%, with a 10% drop in Burnley Borough alone. There appears to be no specific reason for this and it may be that the result is a statistical blip. However, there is a need to be critically aware that performance on Opinion Wave is monitored to utilise that data to tailor series and drive improvement. It is worth noting that Pendle, where traditionally performance has declined on PROBE/policing performance assessment framework (PPAF), has sustained confidence levels at 93% and it is Rossendale and Burnley where confidence has apparently dropped.
 - PPAF/PROBE: the communications department demonstrated the new data available through the Citizen Focus survey file on the intranet. It was recognised that this data was invaluable but difficult to understand and make sense of in such a short time. Discussions took place about sample size, relative values of data, vapour trails etc. It was recognised that this is a valuable guide and suitable for performance management processes.
 - bridging the ethnicity gap: reference was made to the document 'Explaining the Ethnicity Gap and proposals for improvement'. The essence of this is that while satisfaction has increased it has done so to lesser effect with BME victims, particularly the elderly. There are a number of recommendations that are made to help reduce this gap.
- A number of actions resulted in respect of all areas.

Work in progress

- Standards and corporacy have been introduced to processes. ICT services are being designed to meet specific needs (eg text messaging for the deaf and hard-of-hearing which may be developed and extended to updating victims and witnesses). The development of Citizen Focus is informed by consultation through IAGs and focus groups. Partnership solutions are being pursued (eg citizen/customer service centres; 101 telephone number). Staff development is being informed by consultation (eg a cultural survey to identify barriers and frustrations), and training extends beyond technology and processes to soft skills.
- Public access in Lancashire is being improved through the development of channels beyond telephony in line with e-policing initiatives, eg SMS text, multi-media service pictures and other data types, language line and hearing-impaired channels, direct email and enhanced internet services.

- Lancashire Constabulary's media and marketing department has recently been re-named corporate communications to reflect its wider role beyond media and marketing and its transition from reaction to proactivity. It aims to co-ordinate communications to raise awareness of Citizen Focus within the wider programme of Sustaining Excellence and to strengthen communication in respect of Neighbourhood Policing.
- A constabulary brand has been developed around Citizen Focus, which is reflected in constabulary documents, packaging and (imminently) desktop computer screen-savers. All services have been designed and corporately branded around the needs of Neighbourhood Policing.
- Staff in Lancashire Constabulary are consulted to identify communication techniques for a wide range of information regarding constabulary strategies, with a view to achieving an appropriate balance between quantity and impact.

The constabulary is a market leader.

Strengths

- Through its sustained performance and vision Lancashire Constabulary is recognised as a national leader in respect of developing Citizen Focus and neighbourhood management.
- Over a period of three years, the Quality Counts programme has radically shifted the constabulary's approach to service provision by aligning internal systems and processes with the expectations and requirements of the public who call on the services of the police. Listening to customers, establishing how satisfied they are with the service provided and asking what could be done better has enabled the constabulary to develop a number of bespoke products.
- A key development has been the introduction of a systemised approach to re-contacting customers. This ensures that people are regularly updated in relation to the progress of enquiries into the crimes they have reported, thereby addressing the single most significant cause of dissatisfaction.
- PACT meetings are regularly conducted by CBMs and Neighbourhood Policing teams. PACT is the constabulary's way of maintaining close links with the local community, through which local policing priorities are set, tackling the issues that local people have identified.
- Lancashire Constabulary is at the fore of RJ and conditional cautions, both of which have proven to be effective. Wherever possible these are delivered as a joint package to address the crime and the victim. Despite the large numbers of conditional cautions and RJ interventions, the constabulary still processes a large number of cases through the courts.
- In the absence of central prescription and guidance, there is abundant evidence that Lancashire Constabulary takes the initiative to seek lessons from other forces' learning (eg STORM training), looks for innovative solutions to improving Citizen Focus (eg West Mercia's walk-in centres are likely to become the model for customer service centres in Lancashire) and work in collaboration with other forces (eg soft-skills training) and partners (eg 101 number) to develop and implement

Citizen Focus infrastructures. This is reflected in an evident pride within the constabulary that Lancashire is 'leading the field'.

The constabulary has developed activities which lead to improved outcomes.

Strengths

- Lancashire Constabulary's Quality Counts programme is continuing to drive service improvements in key areas and is an essential element of the constabulary's work to ensure that it meets the requirements of the NQoSC. The emphasis of Quality Counts is that 'every contact leaves a trace'. The introduction of the NQoSC is a key development in working towards a more citizen-focused approach to policing that reflects the needs and expectations of individuals and local communities.
- Lancashire Constabulary's NQoSC standards describe the level of service expected whenever the public have contact with the police. This includes:
 - making it easy to contact the police (providing accessible and responsive services);
 - providing a professional and high-quality service (providing appropriate help and advice);
 - dealing with initial enquiries from the public (taking appropriate steps to deal with enquiries);
 - keeping people informed (providing contact details and updates);
 - ensuring the public voice counts (the public can have a say in how their area is policed);
 - dealing effectively with victims of crime (providing support for victims);
 - listening and responding to the concerns and complaints of the public (working to improve police services);
 - dealing with freedom of information requests (responding appropriately to requests for information).
- An assessment of the level of compliance with the national standards undertaken in April 2008 showed that the constabulary are performing to a high level, with all territorial divisions achieving exceed the standard or meet the standard grades for all categories. H division (operational support) is included in the assessment. The Southern and Pennine divisions were high performers.
- During 2008/09, the Quality Counts programme will continue to support improved service delivery through a number of initiatives, including:
 - the use of victim care packs to provide victims of crime with the information they need following an incident;
 - exploring the feasibility of introducing similar support packs for young victims and for witnesses;
 - maintaining and refreshing customer service training programmes for all front-line staff;
 - ensuring front-line managers (predominantly sergeants) are regularly talking to customers to ensure that high standards of service are being delivered; and

- developing a customer charter incorporating service standards and seeking feedback on these standards from members of the public.
- The Quality Counts staff are currently engaged in collaborative work with the Neighbourhood Policing team to review and improve upon the existing public engagement process. The triangulation of customer data from user satisfaction surveys, complaints data and other feedback will be used to drive both local and organisational learning and development.
- Operation QUEST is a Home Office sponsored programme focusing on operational process improvements and includes four pilot forces: Lancashire, Cheshire, Thames Valley and Avon and Somerset, supported by KPMG consultants. Developments across all divisions are being formally managed and monitored under the constabulary programme and project management structure and methodologies.
- QUEST is a service improvement project aimed at achieving citizen-focused outcomes. To facilitate the process, KPMG mapped police business into four specific areas. A corporate decision was made to tackle each area in separate phases through an effective change programme to ensure corporate understanding of the issues and how they impact upon other areas of business. The phases are shown as follows:
 - QUEST 1: incident management and resolution;
 - QUEST 2: crime recording and investigation;
 - QUEST 3: defendant management; and
 - QUEST 4: patrol and proactive operations. (Lancashire Constabulary may restructure the focus of this phase depending upon the impact of earlier stages).
- The process commenced with a review of approximately 300 calls, conducted initially by KPMG and validated using representatives from the divisional control rooms, identifying appropriate call resolution and establishing a consistent expectation across the constabulary.
- It was identified that while endeavouring to provide a quality service to the public, call handlers were not accurately applying the constabulary grading criteria, creating greater expectation on the part of the public and unnecessary deployment of resources. Response teams were being stretched and failing to meet attendance targets, while being deviated from their true function. Too much time was being spent re-contacting customers resetting caller expectation, while receiving increased numbers of call backs (14% of all calls) to establish when officers would arrive and a consequential reduction in public satisfaction.
- Following the change there is a more accurate and consistent delivery of graded response and increased call resolution at point of contact through use of police 'surgeries' and scheduled deployments by ring-fenced officers. To support the process, the constabulary undertook extensive consultation with customers to identify when and where they would be happy to meet officers.
- As part of the process, it was identified that a number of calls routinely directed to the police from partner agencies did not require police attendance and there is ongoing dialogue with these agencies to identify appropriate protocols for managing

these calls. Examples are risk assessment calls from the ambulance service based on historical data and calls suitable for resolution by the local authority.

- Operation QUEST phase 1 in Lancashire Constabulary commenced with an opportunity assessment – an ‘as is’ perspective obtained through meetings, focus groups etc. This was followed by:
 - development of outline business cases;
 - design and development of divisional level interventions; and
 - implementation of divisional interventions.
- The constabulary has allowed staff to have an impact on the training process. At a divisional level, each member of staff was briefed by a member of the senior management team and QUEST implementation staff. QUEST 1 has resulted in the following interventions:
 - Scheduled appointments (grade 3 or 4 calls): ring-fenced staff from each shift are allocated daily, with hourly appointment slots. Research has shown that sufficient time is allowed to provide a quality service. Where urgent deviation takes place, responsibility for filling the appointments lies with the PACE inspector. Approximately 50% of visits result in follow-up enquiries and processes are in place to ensure that the balance of workload is equitable.
 - Surgeries: differ across the constabulary, but generally take place at police stations, using officers on restricted duty/hours to supplement police response support assistants or PCSOs.
- The benefits achieved from operation QUEST 1 to date are:
 - increased caller satisfaction;
 - a 40% improvement in response times to urgent incidents;
 - a reduction of 52% in call-backs and recalls to communications rooms;
 - a reduction of 47% in the number of open incidents across the constabulary;
 - reduced unnecessary officer deployment;
 - increased resolution of grade 5 calls by phone, surgeries and appointments;
 - effective methods of deployment freeing up staff to focus on the customer, targeting ASB hotspots and offenders;
 - an increase in the number of Grade 5 calls (telephone resolved);
 - a reduction of 50% in the number of Grade 3 calls (target eight hours);
 - 94% of 999 calls now answered within target;
 - 98% of customers are satisfied with how their enquiry was managed;
 - 98% of customers feel they received a prompt service;
 - 59% of customers feel the service they received exceeded their expectations;
 - estimated staff savings equating to one-and-a-half communications staff and seven constables’ time being freed up. Communications assistants are now freed up to provide greater assistance to communications operators as there are fewer calls on the system to navigate; and

- ASB complaints which should be grade 2 had not been graded as such, as likelihood of attendance was slim. Now calls are being appropriately graded and call handlers are getting staff to the scene on a timely basis.
- Through the QUEST programme people and process development has been tested in the communications environment; however, the constabulary feels that the model can be transferred to other aspects of the organisation. Process development is taking place against objectives appropriate to improve Citizen Focus.
- The RAIN project operating in the Central division relates to restorative action in neighbourhoods, focusing on alternative disposals. The community has bought into this process with internal evaluation (ongoing) showing 92% victim satisfaction with the process. The focus is on lower-level neighbourhood-based issues and this represents a genuine citizen(victim)-focused approach which returns discretion to policing. The constabulary is looking to develop these processes specifically to accommodate young people. Ultimately the rehabilitation value of this approach is to be assessed.
- RAIN applies restorative principles to all aspects of Neighbourhood Policing, adapting the style to the needs of the situation. Between September 2007 and May 2008 there have been 612 RJ actions taken within the Central division, the majority of which have been for ASB, missing from home, theft and bullying in schools. Peer panels are in place as a part of the RJ project and the National Association for the Care and Resettlement of Offenders (NACRO) has been involved in providing training.
- The use of conditional cautions in the county has been reported as a success, with approximately 120 being carried out per month, equating to 38% of all conditional cautions issued across the country. The constabulary has a 73% completion rate, which equates to £240,828 being paid to victims, 161 individuals attending alcohol misuse sessions and 386 individuals attending drug misuse sessions through the drugs intervention programme (DIP). Despite this, the constabulary is successfully putting significantly high numbers through the courts. The constabulary is also making use of RJ interventions, and wherever possible alongside a conditional caution.
- The introduction, in the Western division, of police response support administrators (PRSAs) has had a significant impact on freeing up police officer time. Feedback from the Crown Prosecution Service indicates that the quality of statements taken by PRSAs is often better than those produced by police officers. As a result their support is valued by response teams and there is evidence that response supervisors are thinking about other tasks that could, in the longer term, be undertaken by the PRSAs.
- There is a clear and structure framework document setting out the rationale for the Sustaining Excellence programme, including the key activities that the programme will undertake. The document provides background information about the programme, outlines the strategic approach and business benefits and details the corporate actions in relation to the strands of:
 - people;
 - processes and technology;
 - partnerships; and

- programme and project management.
- Since the introduction of the Vicman computerised victim management system in July 2006 there has been a significant improvement in customer satisfaction levels, with Lancashire Constabulary moving to first place in every satisfaction indicator when compared with its MSF and from seventeenth to third place nationally for follow-up treatment.
- Other benefits that can be evidenced are the provision of a single point of contact for all victims and witnesses, a reduction in the number of calls to the control room, positive links to victim care units and officers seeing a tangible benefit to providing a quality customer-focused service.
- Lancashire Constabulary has consistently been highlighted by bodies such as HMIC and the NPIA as a beacon force and an area of excellence in Neighbourhood Policing. This extends to the areas of neighbourhood management and Citizen Focus. The constabulary has numerous examples of good practice cited in the NPIA good practice guide including examples of Neighbourhood Policing, cohesion, community engagement and partnership working.
- The work and success of the constabulary is regularly featured in professional literature, eg the *Police Review* and *The Sharp End* (Operation QUEST featured in the May 2008 edition).
- The constabulary's prominence in the effective delivery of Neighbourhood Policing has been recognised through its success in respect of Tilley/Goldstein nominations and awards.

Work in progress

- The development of QUEST is ongoing; in response to the introduction of scheduled appointments to the end of March 2008 73% of appointments were being kept by the public; 27% failed to attend. Research is being undertaken to ascertain reasons for non-attendance and fine-tune the process. Means of improving attendance are being considered, eg text messaging to remind members of the public about their appointments; with respect to the introduction of surgeries it is thought that about 8% of deployable logs will be suitable for resolution by this means in the longer term.
- Within the Western division the percentage of calls dealt with by scheduled appointments varies from 63% in Blackpool South to 28% in St Anne's. This is being attributed to different demand profiles.
- Workforce modernisation pilot projects have been implemented in the Western and Pennine divisions to identify the most appropriate mix of sworn and unsworn staff for the response policing function. Funded by the police authority (£1 million over 16 months) the pilots commenced in March 2007, each trialling different elements. Development is being formally monitored and managed under the constabulary's programme and project management structure and methodologies.
- A police-authority-funded team of PRSAs has been established in the Western division to provide administrative support to the response policing function. The pilot commenced in February 2008 and currently consists of eight full-time and six part-

time staff. Staff operate between 0800 and 2200 seven days a week to staff surgeries and assist with office-based crime enquiries, reviews and missing person enquiries. PRSA staff are currently supernumerary to the divisional establishment. The total cost is equivalent to the cost of seven constables and if maintained beyond the pilot project, funding options will be explored further.

A Citizen Focus ethos is embedded across the constabulary.

Summary statement

The constabulary understands the needs of its communities. Identified service improvements are systematically made to improve local service delivery. Lancashire communicates the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the constabulary corporate/accessibility standards to its communities.

Service users' views are sought and are used to improve service delivery.

Strengths

- Sustaining Excellence brings together all of the elements of Citizen Focus. The programme links the different elements together and puts the public at the centre of activity.
- Citizen Focus begins with a business process review undertaken against a shift in values. The foundation has been the drive to ensure buy-in from members of staff to the Citizen Focus agenda. The basis of communication has been the core message: 'Putting the safety and the needs of the public first', with a further explanation that this means consistently delivering an excellent, high quality service, promoting community engagement, achieving high public satisfaction and inspiring trust and confidence in communities. The communication also identifies hallmarks of a truly citizen-focused organisation and contains an expression of the constabulary values around honesty, integrity, fairness, politeness, respect and openness.
- Processes are being developed to buy time for quality, with efficiencies reinvested into areas where the returns can be measured in terms of the quality gains. As at May 2008, the constabulary has 26 separate projects commissioned by the STCG, aimed at reconfiguring processes to achieve quality benefits. These are being managed within the Sustaining Excellence programme.
- Sustaining Excellence delivery teams have been set up on a local basis with 125 members of staff employed across the organisation. Staff involved in the programme have training in people and process development skills with links to the QUEST programme supported by KPMG.
- The TORA system enables the constabulary to monitor the activity of officers and link the results to outputs from PROBE quality of service data and customer satisfaction surveys.
- The Opinion (citizen's panel) surveys provide a database of community views and levels of confidence and reassurance. PROBE is an effective survey process that

provides feedback on public satisfaction in the quality of services delivered by the constabulary.

- Re-contact bureaus provide a reminder to officers of their obligation towards victims and witnesses. The Vicman system incorporates the definition of vulnerable or intimidated victims and provides a facility highlighting those interventions which are overdue. Officers are reminded to update victims on a monthly basis.
- In relation to the investigation of serious crime there is an audit of compliance with the Code of Practice for Victims of Crime (Victims' Code) in senior investigating officer and family liaison officer logs.
- During the course of major crime investigations where the Home Office Large Major Enquiry System (HOLMES) is used, statement readers ensure that actions are given out in relation to the witness care standards.
- The professional standards department (PSD) acts as the guardian of vulnerability within the organisation. Work has been undertaken into protecting people and managing the risk they present when in vulnerable situations. The PSD has an involvement in managing constabulary custody standards, particularly in relation to pre-release risk assessments.
- Arrangements for governance and accountability in relation to the performance management of Citizen Focus takes place at four levels; firstly at local divisional level; secondly at a corporate level with members from each division; thirdly at senior management level, either at the STCG or the Sustaining Excellence steering group and fourthly at the planning and performance review committee meetings, in which the police authority is actively involved. The authority is in the process of establishing a scrutiny plan.
- The customer focus in the Central division is seen as assessing needs and expectations, setting priorities and increasing the interface with the community around those priorities. Engagement strategies take account of themes as well as geographical areas and incorporate the PACT panels, police posts, newsletters, the availability of neighbourhood officers contactable by mobile phone, websites, 'Weeks of action' and the use of street representatives.
- Prior to the setting of the precept on the council tax, the police authority carried out a survey of an Opinion panel comprising 4,000 members to identify what level of taxation the public thought acceptable, and in what areas of policing they thought that money should be spent. This resulted in an increase in funding to support requests for additional staff to support the level 2 threat as identified in the Chief Constable's Blueprint. A leaflet was distributed to every home together with the council tax statement, detailing where funds had been spent. The process demonstrated a mature and open approach that supported the need for investment in developing areas without the necessity to redeploy officers from other key areas of business eg response and Neighbourhood Policing.
- There is evidence of a mature understanding between the police and other organisations about how each contributes towards mutual targets with the ultimate aim of serving the public. Citizen Focus is reflected through a 'bottom

up' assessment of each organisation's strategic priorities and built into a citizen-focused LAA. While Sustaining Excellence is the vehicle for meeting targets within Lancashire Constabulary, each organisation utilises its own bespoke methodology to deliver change towards 'Ambition Lancashire'.

- The strategic development of Neighbourhood Policing has been driven through the strategic board, building upon the embedded culture for problem-orientated policing. Consequently the constabulary feels significantly advanced in its development of Neighbourhood Policing to recognise shortfalls and take appropriate steps. The constabulary has developed Neighbourhood Policing through to neighbourhood management, with many members of police and partner agencies being co-located and supervision of staff not being restricted to one organisation. The amalgamation of some budgets is seen as a future development.
- The constabulary publishes the *In Touch* Neighbourhood Policing newsletters highlighting relevant issues at the neighbourhood level. The newsletters are used to publish contact details, briefings etc as well as seeking views to improve performance.
- Improvements to contact management in Lancashire Constabulary are being driven through the Connect programme. This combines process, ICT, people and citizen requirements in a single programme management structure which ensures that inter-dependencies are effectively managed and exploited. This is underpinned by a strong chief officer lead, police authority buy-in, an effective programme management structure, effective (up and down) communication with staff, and robust accountability for project delivery. Although Connect pre-dates the constabulary Sustaining Excellence programme, it has since been absorbed within it. The programme is intended to create capacity and build in quality, enhanced performance and ultimately improve public satisfaction. It seeks to increase capacity by identifying and reducing waste (ie preventable calls and deployments) and seeks to free up both call handler and front-line officer time. Each customer is treated on merit in a predictable and consistent way.
- Lancashire Constabulary's Quality Counts programme is continuing to drive service improvements in key areas and is an essential element of the constabulary's work to ensure that it meets the requirements of the NQoSC. The introduction of the NQoSC is a key development in working towards a more citizen-focused approach to policing that reflects the needs and expectations of individuals and local communities.
- The NQoSC standards describe the level of service expected whenever the public have contact with the police. This includes:
 - making it easy to contact the police (providing accessible and responsive services);
 - providing a professional and high-quality service (providing appropriate help and advice);
 - dealing with initial enquiries from the public (taking appropriate steps to deal with enquiries);
 - keeping people informed (providing contact details and updates);

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- ensuring the public voice counts (the public can have a say in how their area is policed);
 - dealing effectively with victims of crime (providing support for victims);
 - listening and responding to the concerns and complaints of the public (working to improve police services);
 - dealing with freedom of information requests (responding appropriately to requests for information).
- An assessment of the level of compliance with the national standards showed that the constabulary are performing to a high level, with all territorial divisions achieving a Good standard and in some cases an Excellent standard.
 - Over a period of three years, the Quality Counts programme has radically shifted the constabulary's approach to service provision by aligning internal systems and processes with the expectations and requirements of the public who call on the services of the police. Listening to customers, establishing how satisfied they are with the service provided and asking what could be done better has enabled the constabulary to develop a number of bespoke products.
 - A key development has been the introduction of a systemised approach to re-contacting customers. This ensures that people are regularly updated in relation to the progress of enquiries into the crimes they have reported, thereby addressing the single most significant cause of dissatisfaction.
 - The constabulary is to introduce an 'Our Promise to You' pledge which outlines its commitment to service delivery:

'Whenever you come into contact with Lancashire Constabulary, you can expect to receive the following service:

- we will listen carefully to you and do our best to understand what you need;
 - we will be clear on what action needs to be taken and will discuss that with you;
 - we will keep you up to date with your enquiry;
 - we will treat you politely and professionally, and with respect and dignity at all times; and
 - we will encourage you to tell us about the service you have received.'
- Throughout 2008/09 the police authority, together with the constabulary, is continuing its drive for continuous improvement, having regard to a combination of effectiveness, efficiency and economy. This balancing of cost and quality is primarily achieved through the Sustaining Excellence programme, focusing on the constabulary's four strategic priorities by reviewing the 'enablers' that help achieve improved performance. It brings together a number of key projects aimed at improving the services provided to the public and pursuing the aim to become a truly citizen-focused organisation. The police authority actively participates in the project boards, steering groups and committees that oversee these projects and activities as part of its ongoing duty to ensure continuous improvement in the delivery of policing services.

- The police authority in Lancashire enjoys a close but challenging relationship with the constabulary and feels involved in every key area of business. Police authority representatives meet fortnightly with the Chief Constable and are represented on numerous policing boards and scrutiny panels. There are also many one-to-one contacts and specialist areas of interest involving police authority members. Through national work and interaction with colleagues, the police authority members believe that it is probably the best informed in the country, allowing it to carry out its role in relation to scrutiny more effectively and asking difficult questions with confidence.
- Members of the Lancashire Police Authority hold the senior management of Lancashire Constabulary in high regard, describing the constabulary as being strongly led from the top, with a great understanding of what it wants to achieve and how to do so. The constabulary also shows a willingness to innovate and take risks (eg the use of volunteers) and devolves responsibility and resources through a clear corporate structure.
- The impact of the introduction of QUEST in Lancashire Constabulary has been significant. The police authority believes that this is down to effective programme management and the appropriate culture to ensure that savings in time are translated into provision of improved quality for the customer, rather than as an opportunity to reduce staffing in key roles. This in part is authority-driven.

Work in progress

- Project initiation documents are being prepared for all the Sustaining Excellence projects and when complete these will be prioritised and organised within a detailed matrix. This includes a root and branch look at transactional processes as a means of buying more time for quality. Processes are being taken apart in a creative way, benchmarking against those used by external organisations and so broadening the horizon of the constabulary.
- Future development includes a cross-organisational approach to developing Citizen Focus, ensuring key deliverables are identified with a clear understanding of the intended benefits. Development processes incorporate face-to-face briefings by each line manager with every member of staff. The work is being co-ordinated centrally with the pendulum swinging away from a heavily devolved organisational structure in order to ensure consistent quality in key areas. The overall focus is to make the organisation citizen-focused through business process engineering around people, processes, performance and partners, and by these means the constabulary intends to deliver the outcomes in terms of improved confidence and satisfaction.
- Corporate communications report directly to the DCC. The approach is being reviewed, enhancing the core brief with an emphasis on face-to-face communication. The constabulary is professionalising its approach to media management, internal and external communication and marketing.
- During 2008/09, the Quality Counts programme will continue to support improved service delivery through a number of initiatives, including:
 - the use of victim care packs to provide victims of crime with the information they need following an incident;

- exploring the feasibility of introducing similar support packs for witnesses;
 - maintaining a customer service training programme for all front-line staff;
 - ensuring front-line managers (predominantly sergeants) are regularly talking to customers to ensure that high standards of service are being delivered and to assist in both individual and organisational development and learning; and
 - developing a customer charter incorporating service standards and seeking feedback on these standards from members of the public.
- The constabulary is looking to merge processes and structures around victim and witness care to provide a better way of doing business in a more cost-effective way.
 - The constabulary is looking to assess the degree of witness and victim intimidation using a score-card approach which will standardise communication and highlight what needs to be done to improve quality. Further improvements are needed in areas such as:
 - completing the reverse of form MG11;
 - agreements with magistrates' courts over providing information about results (particularly remand hearings);
 - the automatic generation of letters to victims following other means of disposal;
 - the management of bail; and
 - checking processes need to be developed in key quality areas.
 - Developing and improving contact management is a strategic strand of Lancashire Constabulary's vision for Sustaining Excellence in which there is a clear focus on putting the safety and needs of the public first.
 - Citizen-focused project delivery is driven through a formal programme management structure in which the ACC (territorial operations and criminal justice) is the portfolio lead. Accountability is promoted through the PDR process. While successive constabulary ACPO leads have prepared the staff culture and business processes, this is an evolutionary process which remains work in progress.
 - A 101-style partnership system is being considered as a replacement for the constabulary 0845 non-emergency telephone number. A paper is likely to be developed in the near future to present costed options to the constabulary command team and inform the debate with partners.
 - Valuing customer experience, understanding customer requirements, improving accessibility and consistently and constantly understanding and responding to customer feedback are central to Lancashire Constabulary's approach to enhancing customer service. Demand is analysed from a customer perspective in order to design business processes around customer needs and expectations.
 - There are ambitious plans within Lancashire Constabulary for developing a true interagency approach to delivering a citizen-focused service. These include plans to amalgamate appropriate 'back room' functions across agencies to create a more efficient economic service, while providing a seamless public-facing service for customers. This would involve multi-agency, joint funded enquiry officers within

bespoke accommodation who could provide support and assistance to customers across a wide range of services, making the appropriate links between the agencies concerned. Work is ongoing to identify appropriate data-sharing protocols, and how constabulary representatives (eg PCSOs, public enquiry assistants etc) could work alongside representatives of other agencies. While work in this area is in the early stages, existing collaboration and recognition across agencies of their own and each other's contribution towards LAA targets, together with existing partnership models elsewhere in the country (eg Eavesham) make realisation of this ambition highly likely for the future.

- Lancashire Constabulary are confident that work previously carried out with partners to deliver a multi-agency approach to telephone calls from the public could be utilised to deliver benefits to the public through development of the aims of the initial project, utilising the 101 non-emergency number. This work would be integrated with existing work streams under the Sustaining Excellence programme.

Quality of service complaints are dealt with effectively.

Strengths

- Lancashire Constabulary has a detailed process to ensure effective use is made of information from quality of service complaints to improve service delivery. The process includes identifying trends, causes, gaps in service, and implementing actions to improve efficiency and effectiveness. Following the investigation of a quality of service complaint learning is abstracted and communicated to the wider organisation as appropriate.
- The provision of a professional and high-quality service is part of the constabulary's NQoSC. The commitment demonstrates a targeted approach to quality of service delivery as follows:
 - we act with integrity and treat everyone we deal with fairly and openly.
 - we treat our customers politely and with respect.
 - we take customers concerns seriously and explain what we are doing to address them, including whether we are taking action and why.
 - we provide our customers with the help and advice they need.
- Assessments are on a constabulary and divisional basis. The April 2008 assessment showed the Southern and Pennine divisions to be exceeding the standards while the other four divisions meet the standard.
- The constabulary ensures its commitment to quality of service is highlighted to the community, and the Citizen Focus standards including Lancashire Constabulary's commitment to the NQoSC and the Victims' Code are widely communicated. This includes effective communication to vulnerable groups. Use is made of a number of media including the website.
- The PSD provides guardianship of the constabulary standards. Information from the department is becoming increasingly influential in the way in which senior management teams do business across the constabulary. A new PSD database has tiered access which allows for the development of a more in-depth understanding of the quality issues, organisational learning and delivery against the strategic aims.

- Complaints are surveyed from a Citizen Focus perspective, looking not just at the outcome but also the management of the process.
- Local complaint resolution procedures had stopped learning being co-ordinated at the centre. Processes have been developed to ensure that local learning is captured and disseminated. A good example was the targeting of re-contact to victims of road traffic collisions (RTCs) following analysis by the PSD.
- The Victims' Code came into effect in April 2006 setting out minimum standards for victim care. The constabulary response to this included:
 - the development of the Vicman computerised victim management system which incorporates a certification page and identifies vulnerable or intimidated victims;
 - the introduction of the victim care pack;
 - automatic transfer of data to the victim support service; and
 - development of the crime system to record referrals to the victim support service.
- The constabulary approach is based on the premise that victims, witnesses and offenders are citizens and processes in custody, criminal justice and victim support are developed on that basis in partnership.
- In relation to the Witness Charter, the constabulary has put checking processes in place to ensure compliance with key standards. The constabulary assessed whether the organisation was asking the right questions in relation to witnesses and also looked at the key areas where it was important to maintain high-quality processes.
- Approximately 23% of complaints recorded by the constabulary are as a result of victims/witnesses not being kept adequately informed. A computerised case management system is being developed to ensure witness care standards. It is intended that the system will incorporate a text messaging facility to inform witnesses, taking information from the MG11 form. An additional intention is to link case management to the constabulary custody system, which will be capable of transferring data directly to the Crown Prosecution Service (CPS). Data is increasingly being placed into environments where the informing and feedback processes can be auto-generated. Joint working with Cumbria Constabulary is taking place in these areas. Case management will provide access for supervisors to ensure officers are complying with their responsibilities.
- The inspection process examined five direction and control complaints which were found to be dealt with effectively with the result/outcome shown.

The constabulary is monitoring its compliance with the National Quality of Service Commitment.

Strengths

- The Chief Constable is the ACPO lead in respect of standards and quality and led on the development of the NQoSC, which ensures there is a strong focus and clear understanding of the issues at chief officer level within Lancashire Constabulary. The Chief Constable provides personal leadership on quality within the constabulary. Neighbourhood Policing is a critical element of this and forms one of the four pillars of the Chief Constable's vision for the organisation.

- Quality Counts is the Lancashire Constabulary programme for improving and managing quality of service standards and is led by the Chief Constable. The key development stepping-stones have been the quality of service best value review in 2005; the development from that of the Quality Counts programme of work; the introduction of the Victims' Code; and the introduction of the NQoSC in 2006. The programme is supported by management boards at constabulary and divisional levels and an implementation group. Police authority structures which oversee quality of service issues have been strengthened. The authority is actively involved in the Quality Counts development process.
- NQoSC compliance monitoring by the constabulary involves a staged process:
 - stage one incorporated divisional self-assessments against the 6 standards and 34 criteria, and departmental self-assessments against 2 standards and 18 criteria;
 - stage two consists of moderated findings from stage one with supplementary data from Opinion; customer satisfaction surveys from PPAF and PROBE; public assistance and service standards protocol (PASS) contact management standards data; complaints data; estates management data and telecommunications data;
 - stage three provides divisional/departmental graded assessments in line with HMIC grading criteria which feature in the strategic quarterly performance review process (bi-annually); and
 - stage four is the production of a summary document for identification of a strategic overview; for sharing good practice across the organisation and for presentation to the police authority.
- The NQoSC sets the standards the public can expect when making contact with the police.
- Delivery of the NQoSC will be measured nationally through existing mechanisms, primarily PPAF and HMIC baseline assessment. Locally, delivery is measured via self-assessment, chief officer performance review and by the police authority. Action plans are in place and risks are highlighted via the strategic risk register.
- Compliance means:
 - having put in place policies to deliver the commitments;
 - having communicated the commitments to all staff;
 - having trained staff;
 - having the necessary people and technology in place to deliver the commitments: and
 - having a checking mechanism to ensure the commitments are being delivered.
- Lancashire Constabulary's service commitments are defined within the following categories:
 - making it easy to contact the police;
 - provision of a professional and high-quality service;
 - dealing with initial enquiries from the public;

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- keeping people informed;
- ensuring the public voice counts; and
- dealing effectively with victims of crime.
- PPAF user satisfaction measures are seen as key in assessing the impact of the quality of service commitment, and include:
 - ease of contacting the police;
 - the initial action taken;
 - being kept informed of progress;
 - treatment by staff; and
 - the overall experience.
- Use is made of data received from victims of domestic burglary, violent crime, vehicle crime, RTCs, racist incidents and reports of ASB. Compliance will also be measured by HMIC's assessment of customer service and accessibility.
- In support of the NQoSC, the constabulary divisional self-assessment matrix sets out the specific requirements of the commitment, identifying:
 - current level of compliance;
 - summary of evidence demonstrating compliance;
 - planned activity and costings; and
 - timescales for implementation.
- The self-assessment matrix is forwarded for completion to divisional commanders on a six-monthly basis and forms part of the ACC's quarterly performance review (QPR). The Quality Counts team require completed self-assessments one month prior to each QPR (ie by 1 March and 1 September for QPRs in April and October) in order to produce action plans for divisions and summary reports for the ACC.

Lancashire has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice system.

Summary Statement

The constabulary is striving to ensure it provides a positive experience to every person with whom it has contact.

Strengths

- There is a corporate shift in emphasis from delivering services when they are ready to delivering services when the public needs them. The constabulary 'Ambition' is to be consistently the best force in the country and the organisation recognises that having a true citizen focus is an important aspect of this.
- The corporate development department structure has been overlaid onto the Citizen Focus/Sustaining Excellence programme. The continuous improvement section is

devoted to the development issues and the performance development section is linked into the operational world.

- Quality Counts products include:
 - a dedicated intranet site;
 - victim care packs;
 - collision care packs;
 - an officer patrol guide;
 - a quality of service manager within PSD;
 - the introduction of victim feedback processes;
 - the establishment of divisional re-contact functions;
 - training and constant reinforcement for operational officers and call-handling members of staff;
 - the improvement of processes designed to inform and reassure victims and other customers; and
 - an invigorated staff suggestion scheme.
- Process development aimed at improving quality of service include:
 - the introduction of a mystery shopper programme together with other forms of reality checking and dip sampling;
 - service recovery processes;
 - the PROBE quality of service survey process;
 - re-contact letters;
 - improved victim letters;
 - the use of quality of service impact assessments in policy development; and
 - quality being featured in QPR processes at a corporate and divisional level.
- A staff survey has been carried out to gauge internal perceptions about perceived constabulary blockers to the provision of a citizen-focused service and secure buy-in to change processes in relation to the delivery of Citizen Focus and Neighbourhood Policing. The results and consequent actions are being drip-fed to staff through the core brief system. The overall purpose is to ensure that communications for promoting the Sustaining Excellence programme are effective.
- In November 2007 a monthly core brief system was introduced across the constabulary. This is being used to raise staff awareness of the Citizen Focus agenda and of the links between the Chief Constable's 'Ambition', the Citizen Focus agenda and the Sustaining Excellence programme. The process includes a feedback mechanism to the programme team which, in turn, prompts a response. Systems exist to ensure team managers and supervisors comply with procedures for briefing their staff and giving feedback.
- The divisional self-assessment matrix enables the constabulary to predict with some degree of confidence the extent to which it is compliant with regard to the various strands of the NQoSC and Victims' Code, demonstrating that clear plans are in

place to remedy any shortfalls should action be thought necessary. The NQoSC standards are now an integral part of the baseline assessment for customer service and accessibility. The baseline assessment process is a high-level diagnostic statement of each force's relative strengths and weaknesses. The baseline provides a point against which progress can be measured and an early warning of performance deterioration and the need for remedial action. The matrix places in context the relationship between NQoSC and the baseline assessment process. NQoSC defines the minimum level service that the constabulary should be delivering in order to meet public expectations. For the purpose of this self-assessment the NQoSC is divided into six categories as outlined previously.

- Corporate standards are in place across a range of measures to ensure staff accessibility. These relate to areas such as contact details, voice mail etc. Lancashire Constabulary has a range of methods available to the public for contacting either the constabulary or individual members of staff, eg non-emergency number, direct dial, website, email addresses etc. Corporate standards which are monitored and enforced apply to these areas.
- The constabulary has developed an IT system that integrates seamlessly with the CRIMAN and other associated constabulary computer programmes hosted on the SLEUTH IT system to manage and record contact with victims of crime. The Vicman system is accessible and can be updated by any officer; the system displays a time/date stamped entry each time that the system is updated. Vicman generates automatic emails to the officer in the case to inform them of any contact required under statutory timescales and allows open access to supervisors to dip sample entries for compliance. The system displays details of minimum standards for each officer.
- A customer service training programme which is integrated across functions is delivered to all front-line staff through the Quality Counts programme. Key messages include: think individually; think clarity; think re-contact; think respect; and think pride.
- Sustaining Excellence delivery teams have been set up on a local basis. Staff involved in the programme have training in people and process development skills with links to the QUEST programme.
- The constabulary delivers a wide range of in-house training through a dedicated training department and divisional training managers. Training is integrated across functions as appropriate, eg the Neighbourhood Policing training course. Lancashire Constabulary has a strong corporate standards ethos in which staff have a sense of pride. Bespoke training is also provided, eg divisional training managers delivering training to Neighbourhood Policing teams around the concept of Neighbourhood Policing, problem solving etc.
- Staff development is informed by consultation (eg a cultural survey to identify barriers and frustrations), and training extends beyond technology and processes to soft skills.
- Lancashire Constabulary's corporate standards and its focus on quality of service are championed by all chief officers, divisional commanders and heads of department, and in particular by the Chief Constable.

- Staff across the organisation speak with ‘one voice’ and are proud to be associated with Lancashire Constabulary, having pride in the reputation of the constabulary and their contribution to it. The constabulary’s ‘Ambition’ is understood and championed by chief officers and managers at all levels throughout the organisation. Members of staff have a clear understanding of what is expected of them and are well informed. The monitoring of standards for compliance is strong and is not viewed as a threat by staff.
- The constabulary holds a ‘Celebrating Success’ event in June hosted by the Chief Constable, involving representatives of external organisations. The aim is to establish the image of Lancashire Constabulary as an employer of choice.
- The STCG is chaired by the Chief Constable and attended by all chief officers, divisional commanders and functional heads. The meeting is preceded by an open session with wider participation, where a range of constabulary-related issues are discussed, prior to a focused look at performance and tasking around all key areas of business. The pre-meeting is used to highlighted success, with presentation made as appropriate, ie presentation to media and marketing officer for the development of and national acclaim for the Lima Charlie young person’s website. At the STCG attended by HMIC praise was also given to all members of staff involved in organising the successful POP conference which took place the previous day. These presentations, and the manner in which they are delivered, displayed the value that that organisation places on its staff and its desire to celebrate success in all of its various forms.

Work in progress

- Work in progress includes the development of:
 - a customer service charter;
 - a corporate feedback form and supported infrastructure ‘Your Voice Counts’
 - a more intelligence-led customer dip sampling methodology;
 - recognition for interventions which provide an attributable impact on quality of service and performance relating to confidence and satisfaction;
 - structural changes to include greater collaboration between contact management, Quality Counts and Neighbourhood Policing to map the citizen’s journey, ensuring a systems thinking approach, and to consider whether the existing engagement framework is fully enabling of a citizen-focused service.
 - improved co-ordination and awareness at the centre of local activity, involving the triangulation of user satisfaction data from a wide range of sources to enable local and organisational learning and development, and
 - continuous process/product development.
- Technical limitations to the constabulary mainframe ‘backbone’, questionable data integrity, a lack of corporacy, unacceptable performance outputs and outcomes, and inadequate links to Neighbourhood Policing have driven and shaped the introduction of the STORM command and control system. In line with providing the best possible service to the public, STORM is intended to improve the quality and speed of response to callers. The system went live in May 2008.

- Professionalism at the first point of public contact is being promoted through the development of staff skills and supporting tools. Training informed by feedback from customers and staff surveys is supported by mentoring and tutoring processes.
- The Connect programme seeks to develop appropriate relationships with local authority partners where benefit can be added to the customer-focused approach.
- While the onus within the Victims' Code is for the officer in the case to keep victims updated, Lancashire Constabulary has introduced a re-contact bureau to manage contact with victims on behalf of officers as required and to oversee processes to ensure compliance. Following successes in keeping victims of crime notified, the Southern division re-contact bureau has trialled the process with victims of RTCs and ASB. While initial indications are that the process will provide an effective tool for neighbourhood teams to supplement their own problem-solving activity, there are some difficulties relating to the recording and ownership of processes around RTCs that need to be resolved.
- A presentation was delivered around the satisfaction rates, showing high levels across the constabulary. A small gap has been identified between white and BME for 'actions taken' and 'follow-up', with an increase in those being 'completely satisfied'. While the sample size of BME was not statistically significant, work was being carried out in the Eastern and Pennine divisions to address the issue, with members of staff calling back BME victims and witnesses to identify their concerns using native speaking police members.
- A presentation was given in relation to disproportionality in stop and search between white and BME. The presentation identified that, due to far smaller sample sizes for BME, small changes in the number for this section of the community have a far more significant impact upon the figures per 1,000 population. For example, small numbers of change in the recorded level of stops for the BME community have a significant impact upon the number per 1,000, while huge increase in the number of white people being stopped are required to make a small difference in the number per 1,000 of that group. While the likelihood of being stopped per 1,000 population varies considerably and suggests that black people are up to seven times more likely to be stopped, the same is not true with other perhaps more reliable indicators. The following indicators for Lancashire show an almost equal parity across all ethnic groups:
 - percentage of stops resulting in arrest;
 - percentage of stop and searches resulting in an arrest;
 - percentage of drivers of vehicles stopped given a form HO/RT1; and
 - percentage of arrested people being released without charge.
- The figures indicate that a fair and equitable service is being delivered (indeed deviation was only shown in one division, where the likelihood was greater for whites than any other group). The constabulary is satisfied that procedures are fair and equitable but is mindful of the impact that such a negative statistic can have on the perception and reassurance of communities.

Performance processes include local satisfaction measures and locally established priorities.

Strengths

- The role of performance management within Lancashire Constabulary is to ensure a focus on the service provided as well as the quantitative targets. The Chief Constable has provided the vision for this and the organisation has endorsed it as a priority, which gives the situation urgency. There is an opportunity in the form of understanding the linkages between assessments of police and community safety (APACs), LAAs and comprehensive assessments linking public safety into the Citizen Focus agenda, bringing protective services issues into LAAs.
- The role of the STCG is changing, and it has been restructured to look at threats, issues and actions under each of the APACs headings. Intelligence will be linked into the overall agenda as a consideration in identifying the issues which impact on overall performance. The next step will be to incorporate partner issues.
- While redefining the appropriate balance with performance, the Chief Constable has stated that if the price of achieving the correct quality standards is the loss of the occasional sanction detection then he is happy for that to happen. RJ is seen to be more important in the context of Citizen Focus in criminal justice processes, and this now forms part of the performance environment.
- The Western division has a Part 2 TTCG process focused specifically on quality issues. All divisions have similar processes.
- A pilot project in the Northern division involves the introduction of NORA, this being a development of the established CORA system which is available across the organisation. The pilot project represents a different approach to performance management of Neighbourhood Policing, involving the use of IT. The project is to be evaluated independently by Leeds University.
- The PROBE process and citizen's panels are just two of a number of ways in which the constabulary is measuring performance around the Citizen Focus agenda in order to bring about improvement.
- There is a consistent commitment to the Citizen Focus agenda at chief officer level and an understanding and buy-in that is shared by the police authority. The Sustaining Excellence programme pulls together all of the organisational development work, ensuring Citizen Focus features in each element and incorporating the Connect programme, workforce modernisation and Operation QUEST, capturing and focusing on the key issues and managing the interdependencies. The aim is to achieve outcomes which are cohesive and linked with organisational development, and which discourage silo working.
- The constabulary continues with its 'Ambition', which represents an important message both inside and outside of the organisation, giving coherent direction and momentum which has been bought into by members of the organisation, partners and stakeholders.

Work in progress

- The constabulary ethnicity gap action plan does not tackle issues in relation to emerging communities or other aspects of diversity. However, monitoring arrangements are closely tied to those for hate crime, ensuring that the promotion of BME satisfaction levels is carried out in conjunction with broader diversity issues.
- Lancashire Constabulary is top of all most similar basic command unit (MSBCU) groups for reported ASB based on command and control start codes. Levels had been constant for around the last three years, and in many cases were double the MSBCU average. Despite this, levels of reported criminal damage (considered a proxy for ASB) were around the MSBCU average. The issues surrounding these figures are to be examined; however, it is thought that the level of reporting for ASB represents a high level of confidence by the public in the police and should be viewed as a positive.
- Survey responses have been analysed to ascertain differences in perception and the results reflect the complexities of different cultures across the constabulary. The Eastern and Pennine divisions are the two divisions that can make the biggest impact on narrowing the gap. Both divisions have therefore developed specific services to respond to the cultural needs of their diverse communities. In each division a member of staff in the quality of service team is tasked with re-contacting all BME victims. Each individual has language skills tailored to their specific divisional communities. These are recent developments and seek to educate people's expectations for the future as well as provide a quality service in the present.

Areas for improvement

- Surveys in Lancashire have identified a gap between satisfaction levels for white victims and those for black and minority ethnic (BME) communities. While results vary from division to division, BME respondents are generally less likely to be satisfied, particularly in relation to actions taken and follow-up. Survey results have informed the development of a constabulary ethnicity gap action plan which aims to genuinely lift BME satisfaction levels rather than resolve the gap statistically by reducing white satisfaction levels.
- The action plan, led by the Chief Constable, is driven by the Quality Counts implementation group and is subject to regular police authority and strategic IAG scrutiny. The plan is monitored through the confidence and equality board and monthly TTCG meeting. The Pennine division has developed its own bespoke plan based on the constabulary action plan.

The constabulary can demonstrate that the relevant SPIs remain stable as a minimum.

Summary statement

The SPI data shows that Lancashire's performance is significantly better than the average for the MSF.

The SPI data also shows that constabulary performance has significantly improved compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is unchanged. There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.0 percentage points more/less satisfied.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
LANCASHIRE	+5.5	+3.1	+6.2	+6.0

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: ‘The difference in performance between the constabulary and the average for its MSF is unlikely to have occurred by chance.’

Note: When comparing the constabulary’s performance with previous years, year-on-year statistical significance is explained as follows: ‘the difference in the performance between the years compared is unlikely to have occurred by chance.’

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using Lancashire Constabulary’s own user satisfaction surveys, which comply with national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

86.2% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the average for the MSF.

Lancashire’s performance significantly improved in the year ending March 2008; 86.2% of people surveyed were satisfied with the overall service provided, compared with 80.7% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Lancashire's performance was unchanged in the year ending March 2008; 80.1% of users from minority ethnic groups were satisfied with the overall service provided, compared with 73.9% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.0 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the constabulary has evidenced that it is taking action to understand and narrow the gap.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	Acceptable Behaviour Contract
ACC	assistant chief constable
APACS	assessment of policing and community safety
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

B

BACPAC	black and Caribbean police action committee
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

C

CAA	comprehensive area assessment
CBM	community beat manager
CDRP	crime and disorder reduction partnership
CLDP	core leadership development programme
CLG	Communities and Local Government (government department)
CORA	crime overview results analysis
CPS	Crown Prosecution Service
CRASBO	Criminally-Related Anti-Social Behaviour Order

D

DCC	deputy chief constable
DIP	drugs intervention programme

F

FAPAC faith and police action committee

H

HMIC Her Majesty's Inspectorate of Constabulary

HOLMES Home Office Large Major Enquiry System

HR human resources

I

IAG independent advisory group

ICT information and communications technology

IT information technology

K

KDI key diagnostic indicator

L

LAA local area agreement

LANPAC Lancashire Partnership Against Crime

M

MADE multi-agency data exchange

MAP multi-agency problem solving

MATAC multi-agency tasking and co-ordination

MSBCU most similar basic command unit

MSF most similar force

N

NACRO National Association for the Care and Resettlement of Offenders

NCTT national community tensions team

NIM	National Intelligence Model
NORA	neighbourhood output results analysis
NPIA	National Policing Improvement Agency
NQOSC	National Quality of Service Commitment

O

OMU	offender management unit
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P

PASS	public assistance and service standards protocol
PCSO	police community support officer
PDR	performance development review
POP	problem-oriented partnership
PPAF	Policing Performance Assessment Framework
PPU	public protection unit
PRIDE	project, initiation, delivery, evaluation
PRSA	police response support administrator
PSA	public service agreement
PSD	professional standards department

Q

QPR	quarterly performance review
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R

RJ	restorative justice
RTC	road traffic collision

S

SB	special branch
SLA	service level agreement

SMS short message service
SPI statutory performance indicator
STCG strategic tasking and co-ordination group

T

TCG tasking and co-ordination group
TORA team output results analysis
TTCG tactical tasking and co-ordination group

V

ViSOR violent and sex offenders register
VOSA Vehicle and Operator Services Agency

Appendix 2: Developing Practice

INSPECTION AREA: Neighbourhood Policing
TITLE: ACT NOW Interactive Table-Top Experience
<p>PROBLEM:</p> <p>Since July 2005, Lancashire Constabulary with other key partners has sought to identify a number of ways to develop the counter-terrorism debate within community groups across the county.</p> <p>Under the Home Office PREVENT agenda it had become clear that understanding and engaging with Lancashire’s communities lay at the heart of preventing terrorism.</p> <p>The briefing of community groups in conjunction with Neighbourhood Policing teams across Lancashire since 7 July 2005 identified a number of reoccurring themes that needed to be developed and fully addressed.</p> <p>The issues that needed to be developed could be broadly defined under the following areas.</p> <p><i>How can we seek:</i></p> <ul style="list-style-type: none"> • to explore and define extremism; • to engage community groups in thought and debate about extremism in a policing context; • to set extremism in a real-time dynamic scenario; • to dispel myths in a policing of extremism context; • to challenge attitudes towards extremism; • to challenge mutual ignorance and decrease misunderstanding; • to give young people a better understanding of extremism within their neighbourhood; • to reduce conflict and mistrust; • to promote community cohesion, community engagement and inter-faith links; • to encourage people within community groups to make collaborative and considered decisions based on facts and accurate information; • to promote positive and shared citizenship and a sense of neighbourhood belonging; • to establish the principle that individuals have an awareness and appreciation of how their existence relates to the rest of the world and how this can help them to make key decisions that may affect their own lives and those of others; and • to start this process through the delivery of a compelling interactive process.

SOLUTION:

The development and delivery of the ACT NOW Table-Top experience.

This exercise takes place over half a day and requires participants to become investigators who are required to work through a fictitious terrorist incident in the town of Sandford. During the course of the investigation the participants receive intelligence upon which they will make crucial decisions that affect the lives of citizens of their communities. In addition to this the investigators are also required to deal with the media, and to speak with communities, looking in particular at reassurance and involvement.

ACT NOW is designed to achieve interaction between people from different communities, cultures and faiths, and puts under the spotlight the procedures and thought processes involved in arriving at decisions. The exercise takes place in a safe and confidential community setting in which the extremely sensitive issues around terrorism can be discussed.

The project is designed to be taken out into the heart of communities, to develop dialogue using community facilitators in local settings. This will enable people of different ages, faiths and heritage to take part. ACT NOW will be translated into diverse languages to allow those for whom English is a second language to participate.

Neighbourhood Policing teams play an essential role in supporting the delivery of ACT NOW by acting as table facilitators and assessors and can tap into the positive outcomes by communities involved in the initiative.

By promoting increased confidence in neighbourhoods around the issues of counter-terrorism, Neighbourhood Policing teams are able to develop community intelligence. This will be enhanced when ACT NOW is developed for schools and college groups to participate. It will afford great opportunities to interact with young people from a Neighbourhood Policing perspective.

In addition, SB briefing officers undertake a key role in the training of Neighbourhood Policing team staff during initial training courses at headquarters and in BCUs to promote the concept of communities defeating terrorism.

EVALUATION:

To evaluate ACT NOW, Lancashire Constabulary delivered 14 sessions to participants in Lancashire, Cumbria, Greater Manchester, Nottinghamshire and Derbyshire in a variety of community settings and to differing age ranges.

With issues so sensitive at the core of the work, it was absolutely necessary to gauge the immediate and lasting impact of ACT NOW on its target audiences and to log the different responses that the experience provokes. These responses have been universally positive, and the details have been collated and will be the subject of a separate report.

EXTERNAL VALIDATION:

ACT NOW had an official county-wide launch at Ewood Park, Blackburn on 29 November 2007. This was attended by delegates from further and secondary education, county and unitary representatives, community groups, the national

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community tensions team (NCTT), Communities and Local Government (CLG) and various police forces throughout the UK.

Since the pilot phase Lancashire Constabulary has confirmed funding from its own sources, The Henry Smith Fund and the Government Pathfinder scheme to enable ACT NOW to be rolled out across Lancashire.

There has been agreement from the Lancashire Education Authority to introduce ACT NOW at year 11 to all secondary schools across the county.

The Lancashire Colleges Forum is to be briefed and there have been advanced requests for implementation within Blackburn College, Burnley College, Newman College Preston, Preston College and the University of Central Lancashire.

From autumn 2008 ACT NOW will go into all secondary schools, to young people in other educational settings, and into three colleges and a number of community venues where there are known to be issues around extremist attitudes. This is a significant and ambitious piece of work that will lead to a more detailed future evaluation.

There is also significant interest being expressed in the project by a number of local authorities across the country and police forces including West Midlands Police, Greater Manchester Police, Nottinghamshire and Derbyshire Police, Cheshire Constabulary, West Yorkshire Police and the Metropolitan Police.

OUTCOME(S):

ACT NOW is focusing on three key areas of the PREVENT strand:

- To undermine extremist ideology and support mainstream voices. (The ideology sustaining violent extremism is discredited and alternative narratives/messages carry greater prominence and credibility.)
- To increase the capacity of communities to engage with and resist violent extremists. (Radicalisers are disrupted and vulnerable Lancashire institutions and public places are able to identify and resist radicalisation.)
- To effectively address grievances. (Effectively addressing or rebutting grievances that contribute to violent extremism.)

ACT NOW is also a mechanism which enables neighbourhoods to develop a shared understanding of complex policing around sensitive areas. The outcomes support the primary outcomes for Neighbourhood Policing, namely increased feelings of safety for communities and increased confidence in areas of policing that have not been explored in the past.

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INSPECTION AREA: Neighbourhood Policing

TITLE: Community Volunteer Scheme

PROBLEM:

A clear theme of the current government agenda for reform and modernisation of the public services is the development of new ways of involving local communities in shaping the priorities and outputs of public service delivery. This involves identifying new and less formalised methods of communication between the public, agencies and service users to make delivery of services more responsive to the needs of local people.

This theme is reflected throughout Lancashire Constabulary's Neighbourhood Policing philosophy. The constabulary recognises the need to open up the organisation to local communities in order that they may be involved in defining priorities and shaping the service provided.

SOLUTION:

The constabulary developed a project to recruit volunteers from within communities. This included an assessment of how volunteer recruitment would bring the service closer to the communities it serves. As a result of the project, a number of recommendations were made in relation to the introduction of a volunteer scheme within the constabulary

The scheme was launched in June 2004 and the constabulary currently has 644 volunteers from a wide variety of backgrounds: 59.5% are female, 5.9% are from a BME background and the age range of volunteers is between 16 and 86, with 55 of the volunteers aged over 70 years.

The volunteers carry out four main roles: Neighbourhood Policing volunteers; quality of service volunteers; administration assistant volunteers; and public enquiry desk volunteers.

The Neighbourhood Policing volunteer role was introduced in July 2005 to coincide with the roll-out of Neighbourhood Policing across the constabulary. It was recognised that volunteers can and should operate in support of police officers and police staff out in the community itself, and not simply in back offices. Deploying volunteers as a part of the extended police family has greatly extended the scope of community participation in policing.

Currently, there are 322 volunteers who undertake the Neighbourhood Policing volunteer role and they work alongside other members of the Neighbourhood Policing teams. The types of tasks undertaken are as follows:

- Co-ordinating PACT information sheets and inputting these on computer;
- ringing PACT panel members to confirm or give reminders for meeting dates;
- attending PACT meetings and assisting with taking notes;
- carrying out reassurance call-backs and giving updates to callers within the area;
- attending parades etc to 'fly the flag' as a community volunteer;
- accompanying CBMs on patrol in their area;
- producing, delivering and displaying PACT posters;
- assisting officers in collating information for monthly reviews;

- attending Age Concern drop-ins;
- creating letters for schools and parents;
- attending and conducting crime prevention displays;
- assisting with press releases;
- creating and sending letters to Neighbourhood Watch co-ordinators;
- assisting with bogus official presentations;
- conducting analysis of hotspots etc;
- conducting impact analysis of children's homes; and
- managing the Neighbourhood Watch database.

EVALUATION:

A number of indicators were introduced in order to evaluate the effectiveness of the scheme:

1. The number of volunteers/the number of hours performed by volunteers in each BCU/force (the average number of hours being performed by volunteers is 3,800 per month).
2. The number of hours performed by volunteers compared with the on-costs associated with supervision of volunteers (the number of hours required to be performed by volunteers to break even on the cost of the scheme is 3,739 hours per month).
3. The attrition rate of volunteers who decide to cease supporting the constabulary (the current attrition rate is an average of nine per month, the majority of whom leave due to gaining employment or due a change in circumstances).
4. The numbers and types of roles undertaken (there are 644 volunteers carrying out four main roles).
5. The amount of time volunteers are freeing up by supporting officers and police staff and how this time is being used to deliver a better service. (A survey conducted with Neighbourhood Policing staff revealed that an average of at least four hours were being freed up for CBMs who were able to spend that time carrying out visible patrol in neighbourhoods).
6. How perceptions of the police have changed as volunteers become part of the organisation (from a survey carried out, 64% of volunteers stated that their confidence in the police had increased as a result of being a volunteer and 90% of volunteers would recommend volunteering with Lancashire Constabulary to others).
7. How satisfaction levels have increased as a result of the volunteer scheme (a random survey was undertaken with 45 callers to the constabulary who had received a follow-up call from a volunteer in relation to a reported incident). All reported that their level of satisfaction had increased as a result of the call from the volunteer.

Indicators 1–4 are measured on a monthly basis.

The constabulary undertook a formal review of the volunteer scheme in December 2006. The terms of reference were to establish to what extent the recommendations of the original project were implemented, to evaluate the current position in relation to volunteers including roles undertaken, hours worked etc and to identify areas for development in line with national and force-wide agendas eg workforce modernisation and Neighbourhood Policing.

The review concluded that the constabulary's volunteer scheme was successful. Benefits have been gained from the constabulary's perspective, for the individuals

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involved and for the communities.

EXTERNAL VALIDATION:

A number of forces have visited the Constabulary in respect of the volunteer scheme. They include: Cleveland; Metropolitan Police; Thames Valley; British Transport Police; City of London; Nottinghamshire; Cambridgeshire; Dorset; Cheshire; Staffordshire; Merseyside; PSNI; Suffolk; Lincolnshire; West Mercia; Greater Manchester; North Yorkshire; Northumbria; Hampshire; Norfolk; West Yorkshire; Humberside; and Kent.

The constabulary has been awarded the Investors in Volunteers standard.

The scheme has been recognised in the Home Office publication *Police Support Volunteers*.

The volunteer scheme manager participated as a panel member at the International Policing Conference held in Northern Ireland in November 2006.

The volunteer scheme manager presented and facilitated at the first Police Volunteers Seminar arranged by the NPIA in February 2008.

OUTCOME(S):

- Improvement in quality of service to the people of Lancashire.
- Increase in the number of people from diverse communities within the constabulary.
- Increase in confidence in the constabulary by community volunteers.

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INSPECTION AREA: Neighbourhood Policing

TITLE: Neighbourhood Policing Training Course

PROBLEM:

During the initial implementation of Neighbourhood Policing, bespoke training was delivered by divisional training managers to Neighbourhood Policing teams around the concept of Neighbourhood Policing, problem solving, signal crimes and NIM. Newly appointed police constables and PCSOs attending initial training courses were also trained in the concept of Neighbourhood Policing and signal crimes.

As Neighbourhood Policing developed and rolled out across the constabulary a skills gap was identified.

In order to establish the size of this gap a learning needs analysis was undertaken with neighbourhood sergeants, CBMs and PCSOs. This identified that staff needed a greater knowledge of the constabulary six-step delivery model including problem solving, community engagement and meeting management.

In 2007, a further 34 sergeants were also recruited whose knowledge and understanding of Neighbourhood Policing required development.

The learning needs analysis identified the opportunity to 'professionalise' Neighbourhood Policing and acknowledge the specialist skills required of Neighbourhood Policing teams.

NPIA had also introduced the core leadership development programme (CLDP) in Neighbourhood Policing and there were opportunities to utilise this resource as part of any future training.

SOLUTION:

Having conducted the learning needs analysis of Neighbourhood Policing staff, an independent consultant was commissioned to design training that complemented the CLDP and the existing delivery of Neighbourhood Policing in accordance with the constabulary six-step delivery model.

The consultant designed a three-day course aimed at neighbourhood sergeants and CBMs who were new to the role and PCSOs with a minimum of nine months' service.

The course focused on the key skills required to deliver the six step model:

1. know your neighbourhood/s;
2. engage the public and identify signal crimes and disorders;
3. engage partners, build networks and agree public priorities;
4. local neighbourhood action;
5. divisional action; and
6. review progress and communicate results.

Students are provided with the Neighbourhood Policing CLDP workbooks as a pre-read prior to attending the course to ensure they gain prior knowledge and understanding.

The courses are delivered at headquarters training school by members of the core Neighbourhood Policing team. During the course students are divided into teams

comprising of a sergeant, CBMs and PCSOs, and work together simulating an actual Neighbourhood Policing team. Students are drawn from the six territorial BCUs and encouraged to exchange ideas and good practice during the course.

Lessons and practical exercises include:

- the concept of Neighbourhood Policing;
- the six-step delivery model;
- roles/deployment guidelines of neighbourhood teams;
- IT products;
- community intelligence;
- serious and organised crime;
- counter-terrorism;
- PACT/engagement tactics;
- signal crimes/disorders;
- environmental visual audits;
- partnerships;
- NIM;
- PACT panels/tasking;
- a menu of tactics to tackle ASB, including the constabulary youth referral scheme, Acceptable Behaviour Contracts (ABCs), Anti-Social Behaviour Orders (ASBOs), Criminally Related Anti-Social Behaviour Orders (CRASBOs), dispersal orders, closure orders, test purchases, B-ACE, Choices;
- funding; community cohesion;
- marketing and communication; and
- planning and chairing meetings.

During the course students deliver presentations and undertake a number of practical exercises including conducting an environmental visual audit, test purchasing and a counter-terrorism exercise. The final element of the course is a PACT multi-agency tasking and co-ordination panel meeting where students take the role of chair with other students playing roles such as councillors, local authority staff, and members of the public, with a particular focus being placed on robust tasking and co-ordination of public and partner activity.

EVALUATION:

Level 1 and level 2 evaluations are conducted by the core Neighbourhood Policing team members. Level 3 evaluation is being conducted by the staff development team at headquarters.

BCUs are asked to identify staff in most need of further development in Neighbourhood Policing and during the three initial courses, a total of 57 students have attended including 9 sergeants, 18 CBMs and 30 PCSOs.

Those identified were all very inexperienced within their current role. The longest-serving student had just over two years' service while the newest student attended the course on the first day of their appointment.

At the beginning of each course students undertake a short evaluation exercise to test their prior knowledge of Neighbourhood Policing, which they re-sit at its conclusion. The average score gained at initial evaluation was 63.3%, raising to 93% at the end of the course an increase of 30%.

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Students are also interviewed about the course and feedback obtained. A neighbourhood sergeant said:

“I found the Neighbourhood Policing course, in conjunction with the CLDP module booklets, to be extremely beneficial in providing me with a solid foundation in Neighbourhood Policing. The course provided clear, practical information for all students, which could be implemented back in division. The course also promoted team working which is of fundamental importance in achieving Neighbourhood Policing objectives. I would recommend it to all the Neighbourhood Policing teams in the Constabulary.”

A community beat manager commented:

“CBMs would benefit from the course as soon as they are in post if not before they take up their post”,

while a PCSO said:

“I really enjoyed the course. It built on existing knowledge and I found the practical side such as test purchasing very beneficial.”

EXTERNAL VALIDATION:

This course was initially designed and developed by an independent consultant in association with CENTREX (NPIA). A number of other police services have visited the constabulary and expressed an interest in the course. These include Gwent Police, British Transport Police and Derbyshire Constabulary, which have all asked for the course content.

OUTCOME(S):

The main outcome of this initiative is the provision of a corporate and consistent training programme for the delivery of Neighbourhood Policing in Lancashire, which has been achieved.

FORCE CONTACTS:

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Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.¹ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

¹ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

² It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.