

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Lancashire Constabulary
Major Crime
July 2008



Lancashire Constabulary – HMIC Inspection Report

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Introduction to HMIC Inspections

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

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent 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 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.

In addition, we are currently developing a scrutiny of strategic resource leverage, and are liaising with the Audit Commission on a methodology for the anticipated inspection of police authorities.

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.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime and neighbourhood policing in each of the 44 forces of England, Wales and Northern Ireland.

While this document includes the full graded report for the major crime inspection, the inspection relating to serious and organised crime is detailed in a separate thematic report.

Major Crime

This framework covers the force effectiveness and efficiency in dealing with homicide and other major crimes that will normally require a force to set up a major incident room. There is only one statutory performance indicator at present, although other indicators shown in the report facilitate appropriate comparisons of performance between forces; the indicators suggested give some context regarding the volume of such crimes, success in detections and trends over time, but they need to be interpreted with care. The assessment is primarily qualitative, with a judgement as to the extent to which the force predicts and prevents major crime as opposed to solely discovering and reacting to such crime. Major crime includes any investigation that requires the deployment of a senior investigating officer and specialist assets.

The grading system has changed this year to allow for a single ACPO threshold standard against which forces will be assessed as compliant, not compliant or exceeding compliance. It is recognised that collaborative arrangements can be used where appropriate. At a high level, the ACPO lead summarises the threshold standard as set out below:

- Intelligence - Compliance with the 2005 ACPO National Intelligence Model guidance on the shared understanding of and response to the risks and demands of the major crime threat, with effective intelligence and data sharing internally, with neighbouring forces and with key partners.

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- Prevention - Effective proactive partnerships to prevent major crime in compliance with the European Convention on Human Rights; this includes precursor offending and options such as Osman warnings.
- Enforcement - Compliance with the 2006 ACPO *Murder Investigation Manual* and guidance in the 2005 ACPO major incident room standardised administrative procedures, having sufficient resources to meet and manage the predicted demand and contingency to meet extraordinary demand from major crime investigation and review.
- Performance management and resilience - Efficiency through robust performance measures linking costs/resources, inputs and outputs to goals (ie the outcomes of reduction and prevention, detection and conviction work).

Future Programmed Inspections

Following these serious and organised crime and major crime assessments, HMIC plans work in the following areas:

Inspection area	Dates
Neighbourhood policing	April 2008 – September 2008
Developing citizen focus	April 2008 – September 2008
Civil contingencies	September 2008 – May 2009
Public order	September 2008 – May 2009
Critical incidents	September 2008 – May 2009
Professional standards	June 2009 – December 2009
Information management	June 2009 – December 2009
Leadership	June 2009 – December 2009

The Grading Process

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

Meeting the standard

HMIC uses the ACPO agreed standards as the starting point for its SGC. The standards against which forces are measured are communicated to all forces and police authorities some time before the inspection starts. The standards are set at a level that ensures that risk to the public is identified, managed and mitigated as far as is feasible; all forces should find the standards achievable.

Exceeding the standard

Where a force can demonstrate capacity and capability that exceed the agreed national standards, it is expected that risk assessment and business cases justify the availability of 'additional' resources, and that they are deployed appropriately. For example, some forces require a higher level of capacity/capability to counter extraordinary threat levels or to discharge a regional or lead force remit. Without such a rationale, an over-investment would almost certainly represent poor value for money and thus attract criticism.

Failing to meet the standard

This assessment is appropriate when a force cannot provide evidence that it meets a number of significant criteria that correlate with the ACPO national standards. Where evidence is provided to confirm that the particular issue has been properly risk assessed and the risk is being managed, then the report may not necessarily draw an adverse conclusion. The assessment may also give some credit in situations where a force has the ability to remedy any deficiencies promptly, in terms of time and investment levels needed.

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.

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, of which two 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 Description 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 black and minority ethnic. Asian heritages predominate and concentrate in the east of the county; Blackburn with Darwen has one of the highest black and 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 have 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 that 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 that give emphasis to:

- acquisitive crime;
- violent crime;
- substance misuse;
- offending and re-offending;
- counter-terrorism; and
- serious and organised crime.

Force development 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 or basic command units (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 three local area agreements and makes regular contributions to the development of national policy.

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Major Crime

GRADE	Meets the standard
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Contextual factors

This element of the inspection report details Lancashire Constabulary's capacity and capability to identify and assess the risks from major crime, as well as the response in preventing and investigating these crime types, prioritising those that pose the greatest threat to individuals or communities.

From the SPI data contained in the table below it can be seen that life-threatening and gun crime poses a threat to Lancashire Constabulary. The rate of offences (per 1,000 population) is above the MSF average and is among the higher rates in England and Wales. It is however noted that the rate of offences fell in 2007.

The SPI data also indicates that major crime investigation in Lancashire is strong when compared to the MSF group. Lancashire is performing at a level higher than that of the MSF average for all crime types considered under major crime.

	2006	2007	Change	MSF** group mean
Life-threatening and gun crime per 1,000 population	0.637	0.579	-9.11%	0.474
Number of abductions per 10,000 population	0.000	0.000	0.00%	0.002
% of abduction crimes detected/convicted	Not applicable	Not applicable	Not applicable	Not applicable
Number of attempted murders per 10,000 population	0.090	0.097	+7.78%	0.065
% of attempted murder crimes detected/convicted	92.31%	100.00%	+7.69pp*	94.46%
Number of blackmail offences per 10,000 population	0.222	0.181	-18.47%	0.125
% of blackmail offences detected/convicted	37.50%	53.85%	+16.35pp*	42.12%

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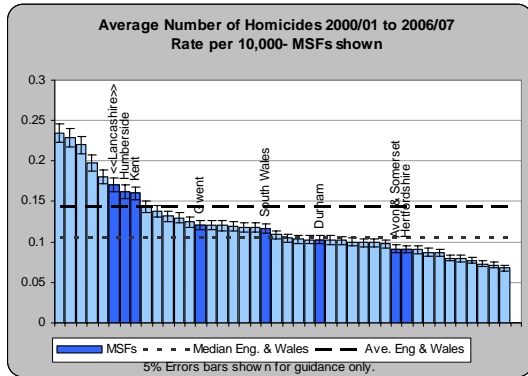
Number of kidnappings per 10,000 population	0.382	0.243	-36.39%	0.299
% of kidnapping crimes detected/convicted	76.36%	65.71%	-10.65pp*	53.60%
Number of manslaughter per 10,000 population	0.014	0.021	+50.00%	0.018
% of manslaughter crimes detected/convicted	100.00%	66.67%	-33.33pp*	Not applicable
Number of murders per 10,000 population	0.146	0.104	-28.77%	0.093
% of murders detected/convicted	76.19%	126.67%	+50.48pp*	106.78%
Number of rapes per 10,000 population	1.925	1.932	+0.36%	2.276
% of rapes detected/convicted	35.38%	33.81%	-1.57pp*	29.35%

*pp' is percentage points.

**MSF group for Lancashire is Avon & Somerset, Durham, Gwent, Hertfordshire, Humberside, Kent and South Wales.

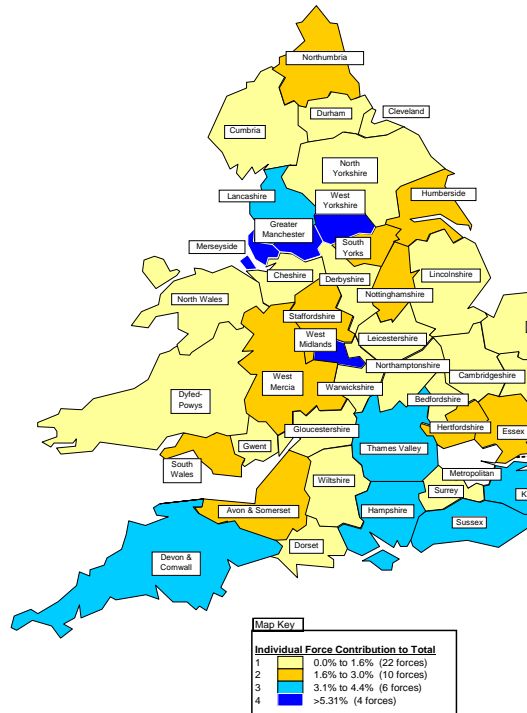
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The National Protective Services Analysis Tool (NPSAT), released in September 2007, revealed that Lancashire faces a high level of demand in respect of the policing response to homicide offences.



In the long term the constabulary is above the national average and, despite a significant fall in offending in 2007, remains slightly above the MSF average.

Homicides (2001/02 to 2006/07), Contribution to Total, Excl

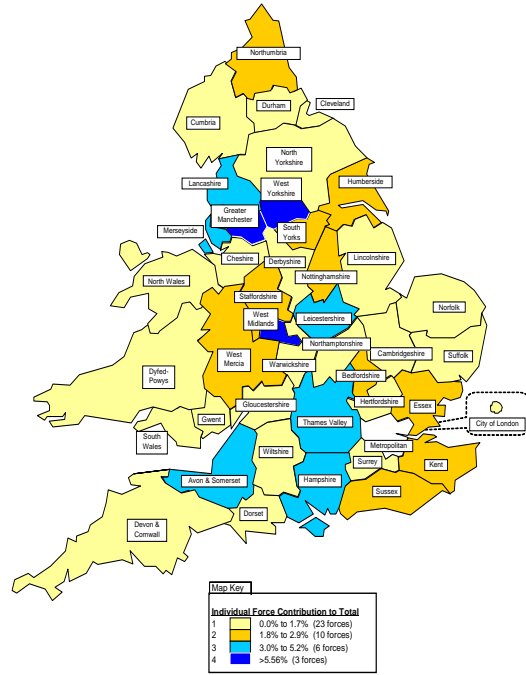
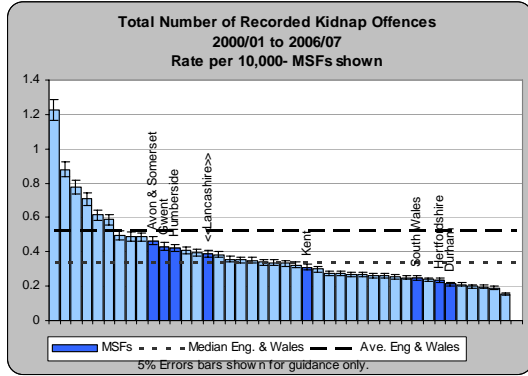


Lancashire is bordered by three other forces, which also indicate raised demand for this crime type.

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NPSAT revealed that Lancashire faces a high level of demand in respect of the policing response to kidnapping offences.

Kidnap (2001/02 to 2006/07), Contribution to Total, Excl. MPS



In the long term the force is below the national average and, after a significant fall in offending in 2007, is also below the MSF average.

Lancashire is bordered by three other forces, which also indicate raised demand for this crime type.

Intelligence

Lancashire has sufficient dedicated analytical resources to meet the identified demands from major crime, supplying dynamic intelligence products that drive the energies of the constabulary. The constabulary has fully committed to major crime investigation.

Strengths

- Major crime and serious and organised crime issues have increasingly featured in intelligence products and processes in the last three years. Blue Print 2 has funded growth in capacity and capability in these areas, including the intelligence function.
- There are a significant number of intelligence analysts employed by Lancashire Constabulary, a number of whom work within the FID, including senior analysts. In support there are dedicated major crime analysts, organised crime analysts, asset recovery analysts and partnership/CDRP analysts.
- There are major investigation analysts working in divisions within the FMITs. These cascade their knowledge to divisional analysts, who benefit from the exposure to major crime work.
- The FMITs, based in clusters of two divisions, feed monthly submissions of current investigations and emerging threats into the intelligence process. These inform thematic analysis in respect of homicide, kidnap and extortion, and serious sexual offences. Products from this analysis inform NIM based decision-making processes.
- Analysis of major crime feeds into the constabulary strategic assessment process and exception reports are considered by the level 2 TTCG. Problem profiles are maintained in the themed areas and monthly update reports are provided for the information of all FMIT members of staff.
- The intelligence process supporting the management of major crime informs decision making on enforcement and prevention activity, and the development of intelligence. Prevention strategies are developed through neighbourhood policing, in partnership and through the management of vulnerability.
- Information sources that feed into the development of the strategic assessment include open source information, existing intelligence products, community intelligence, government priorities, performance indicators and environmental scanning (PESTELO).
- The occurrence of homicide as a proportion of violent crime in Lancashire is lower than the national average. Trends in homicide have declined over the past seven years.

The constabulary seeks and shares intelligence about level 2 and level 3 major crime types through partnerships. This work is assessed to be effective. Community impact assessments to evaluate risk following major crime are extensive.

Strengths

- The issues that are precursors to major crime form a basis for analysis, including protecting vulnerable people, managing dangerous people, trends and components and emerging threats. Domestic abuse, alcohol related incidents and the involvement of strangers in major crimes are among the issues routinely monitored.
- There are good working relationships across the different disciplines of response, neighbourhoods and investigative teams. Alignment of FMIT detectives to the divisional criminal investigation department has been seen as a positive move adding to sound working relationships and a sense of ownership. Geographic alignment of core and investigative teams has improved the level of engagement with partner agencies.
- Partners are very positive about relationships with the constabulary and about the levels of communication. Comments were made about the degree of trust, openness and respect. The perception of Lancashire Constabulary was that of a highly professional organisation where partners have an appropriate level of access and influence. The continuity of partnership arrangements has been built into succession planning arrangements and career development.
- Investigation of major and serious crime always involves community based members of staff, who are effective in establishing the strength of feeling within communities and who are active in carrying out community impact assessments.
- Community impact assessment is a consistent feature in the way in which the constabulary undertakes its business on a daily basis and is routinely used as part of any major investigation process.
- The Tower drugs intervention programme board reviews contract compliance and performance indicators, and through the recommissioning processes penalty clauses were included that provide the ability to apply sanctions. Data is provided by service providers as a part of their contractual arrangements and NIM products are produced following analysis. The situation has improved and is now more robust and businesslike, which reflects well on the partners.
- The PACT meetings provide an organised point of contact between neighbourhood policing staff and communities. The process also provides opportunities for major investigation teams - and in particular senior investigating officers - to maintain contact with the public for the purpose of developing relationships, providing reassurance, obtaining community intelligence or as part of the community impact process.
- There are several well established PACT groups within the Western divisional area, including the lesbian, gay, bisexual and transgender (LGBT) PACT forum, which attracts 70-plus members at each meeting. Evidence was provided of the benefit of relationships between the police and community in Blackpool following a high profile murder in the town. The LGBT community confidently cooperated with the police and a significant amount of information was fed into the enquiry, leading to the identification of a suspected offender who was subsequently charged. Evidence of

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the relationship between the police and the LGBT community is shown in the form of positive feedback on websites.

- Neighbourhood policing arrangements are mature and relationships with partners in local areas are generally strong. This situation supports effective community impact assessment processes. The Pennine division understands its communities and engages with them on an ongoing basis, through its neighbourhood policing officers. Community impact assessments are completed prior to interventions and customer satisfaction surveys carried out afterwards in addition to the direct involvement with IAGs and key individuals.
- The drugs intervention programme in Lancashire is being linked to offender management units and an information exchange document has been agreed with the probation service to facilitate this arrangement. The aim is to look for outcomes that are about significant reductions in offending behaviour.

Areas for improvement

- The constabulary has good relationships with partners. However, some difficulties are experienced in getting additional support from partners in relation to major and serious and organised crime, as their focus tends to be on volume crime and PSA1 targets. Work needs to be undertaken to ensure a consistent understanding among partners of the symptoms shown in certain situations, the precursors to major crime and the progression into serious and organised crime.

The strategic assessment has analysed the trends in relation to major crime. Consequently, the control strategy is found to be similarly thorough. Problem profiles are extensive. There is evidence that the constabulary understands the threat posed by other life-threatening issues.

Strengths

- The Blue Print process was originally carried out within the context of the proposed amalgamation with Cumbria Constabulary. Those arrangements will not now be implemented. However, the constabulary recognises that the gap in service delivery still exists. Analysis is based on a simple process of examining areas where the constabulary believes there is a gap, developing an understanding and making the issues tangible. The process is focused on defining the requirement for action and allocating resources accordingly.
- Major crime issues have increasingly featured in intelligence products and processes during the last three years. The Blue Print process has led to consistent investment in these areas and in the intelligence capacity and capability. The constabulary response to major crime involves appropriate structures, processes and specialist resources to deal with homicide, serious sexual offences, kidnap and abduction.
- The constabulary strategic assessment provides summaries of the analysis of homicide within the constabulary area and its relationship with the underlying issues, including domestic abuse and the use of weapons, eg knives. In addition, the assessment focuses on potentially dangerous persons, including registered sex offenders, and further explores relationships between gun crime, violent crime, sex workers and prostitution, drug related offending, alcohol and the activities of OCGs.
- The strategic assessment has a dedicated chapter for each of the constabulary's six divisions and for protective services. The assessment reflects a bottom-up and top-down flow of intelligence and takes account of the extent to which the priority themes impact on local areas. The issues are expressed in terms relevant to the whole organisation.
- The strategic assessment is disseminated to partners and CDRPs, links to the national strategic assessment and the national policing plan, and informs the UK threat assessment. The strategic assessment combines level 1 and level 2 assessments into one process, ensuring identification and aggregation of strategic threats from a holistic county-wide assessment. NIM products inform the work of CDRPs, LDAAT assessments (drugs market mapping), etc.
- Information sources that feed into the development of the strategic assessment include open source information, existing intelligence products, community intelligence, government priorities, performance indicators and environmental scanning (PESTELO).
- Problem profiles are developed and maintained for each of the key threats and for emerging issues.
- The constabulary control strategy is a matrix of divisional and departmental control strategies. The level 2 control strategy features the corporate priorities of terrorism, Class A drugs distribution and supply, organised illegal immigration, protecting the public and vulnerable people from serious harm and from high risk violent offenders, and targeting linked serious organised crime involving violence.

Work in progress

- Lancashire's focus has been on neighbourhood policing, volume crime, prolific and priority offenders and quality of service and lifestyle. The organisation is now going through the process of building on these strengths and 'raising its gaze' towards major crime investigation and serious and organised crime. The constabulary has acknowledged knowledge gaps among officers and partners in these areas per se and in respect of the links between neighbourhood level activity and OCGs.
- The constabulary has developed business improvement plans to meet ACPO standards for protective services and is working with the NPIA in the process. This work informed a successful bid under the Blue Print 3 process, which allowed for the development of six TCUs in each division to bridge the gap between level 1 and level 2 OCGs and associated major crime.

Trend analysis and problem profiles are shared with partners and divisions. There is a trigger plan for 'hot briefing' whenever either a significant change in the major crime threat or the nature of the analysis demands a fast-time response. Information sharing protocols with key partners are effective. The constabulary can demonstrate that it is on track to reach full MoPI compliance by 2010.

Strengths

- Trigger plans and hot debriefing procedures are embodied within the constabulary emergency procedures policy and this covers information-sharing arrangements in circumstances where a situation escalates to levels of major proportions. Arrangements are such that when a situation develops to a point where a specific investigation is required, the process is flexible and allows negotiation around the particular circumstances. Generic information-sharing protocols exist within the emergency procedures to enable effective 'hot debriefing'.
- The constabulary has established business and improvement plans for all of the protective services, including major crime investigation. These plans incorporate standards and best practice from available sources - including ACPO and the NPIA - and national intelligence products such as NPSAT.
- A version of the strategic assessment is published to inform external partners and CDRPs, the national strategic assessment, the national policing plan and the UK threat assessment.
- The constabulary shares information and uses the analytical services provided by the serious crime analysis section at the National Crime and Operations Faculty.
- Lancashire has a number of operations that represent the constabulary's response to gun crime in terms of prevention, intelligence and enforcement. These operations incorporate intelligence sharing, partnerships and the use of analytical products.
- A local prison houses the largest community of sex offenders in Europe and the constabulary has maintained a project at the prison for ten years. Officers engaged in the project identify high risk individuals as they enter the prison and make links with their eventual destination throughout the UK.
- Lancashire Constabulary has signed up to the safer cash initiative led by West Mercia Police. The initiative allows intelligence about suspicious activities and vehicles to be rapidly shared between police forces, security companies and van drivers regardless of the source. Regular intelligence reports are also shared between the participants.
- In relation to the MoPI project the constabulary information management group has been in existence for some time and a Bichard steering group oversees the Impact project. Risk assessments have been conducted as part of developing the project plan and 18 defined project groups have been identified. A review retention and disposal policy has been developed and a team employed.

Work in progress

- Work is in progress to develop effective partnership relationships with divisions, contact centres and British Telecom informed by a better understanding of the significance of precursor offences and early indicators of the likelihood of major crime.

In respect of major crime, the force profiling of vulnerable locations and communities is wide-ranging, with evidence that the impact of OCG activity is understood. As a result, future risks and threats across the Lancashire area are identified in a timely manner.

Strengths

- The constabulary strategic assessment has two sections focusing on issues relating to protective services at level 2 of the NIM and those relating to local areas and communities at level 1 of the NIM.
- The strategic assessment includes a profile of each of the divisions in terms of the scope and scale of the problems in those areas, particularly as they relate to the key themes and priorities. In this way the extent and impact of the precursors and progression into major crime are examined, as are the partnership interventions in place to deal with these issues. These include:
 - initiatives to moderate the misuse of alcohol to reduce violent crime (Northern and Western divisions);
 - the application of a gun crime strategy (Central division);
 - work to tackle domestic abuse repeat victimisation (Eastern division);
 - the multi-agency approach to deal with the sexual exploitation of children (Pennine division); and
 - fatal and serious road traffic collisions (Southern division).
- Divisional profiles within the strategic assessment are structured under the headings 'quality of life', 'acquisitive crime' and 'serious and organised crime'. The document is therefore structured in a way that facilitates an understanding of linkages and relationships between these elements and the impact of organised crime, the vulnerability of communities, and what this means in terms of risk and threat.

Work in progress

- There is evidence of continuing work to profile communities in terms of vulnerability and the harm caused by criminal activity. Much of this work is driven centrally. However, emerging issues are identified at all levels of the organisation and appropriate steps are being taken to better understand the impact on communities and to improve engagement with victims and witnesses.
- The constabulary is working to strike the right balance between:
 - specialist resources capable of effectively filling the protective services gap; and
 - sufficient divisional resources capable of meeting local demands and of developing effective relationships with communities and partners to deliver better services.
- The need to achieve this balance was considered in bids for investment under Blue Print 3. The successful bid will result in the constabulary investing in divisional level TCUs to bridge the gap between level 1 and level 2 OCGs and associated major crime.

- The constabulary has secured funding for a director of intelligence role that will oversee and extend existing work in that area.

Areas for improvement

- While there is evidence of community profiling being carried out both locally and centrally, the constabulary should ensure that this activity is effectively coordinated.

Regarding elements of intelligence, the strategic risk register is reviewed by the improvement and threat management group chaired by the DCC.

Strengths

- The strategic risk register is formally reviewed by the constabulary's improvement and threat management group on a quarterly basis. This group is chaired by the DCC and has active involvement from the police authority. The constabulary audit and inspection activity is tasked by this group.
- Lancashire employs a risk coordinator to manage the contents of the risk register and the resultant action plans and tasks. Oversight is provided by the improvement and threat management group. A business improvement team provides the resources for managing the tasks and action plans.
- The contents of the constabulary risk register are also reviewed as part of the business of the STCG.
- The overarching constabulary protective services strategy ties together the elements of counter terrorism, domestic extremism, major crime, serious and organised crime and protecting vulnerable people. A lead has been allocated to each of the protective services to develop the organisation in that area within the framework of a consistent business planning process, which begins with the definition of strategic objectives.
- The protective service leads have overseen an assessment of the risk and threat to the appropriate business areas based on national intelligence products and ACPO/NPIA standards and through making use of professional judgement. This incorporates a SWOT analysis that describes the position of the constabulary in relation to the protective service. The priority areas for improvement are established in this way. The output from this process is the protective services business and improvement plans.
- Protective service improvement plans are monitored in three main areas:
 - purpose - measuring performance based on delivery;
 - quality - how well that performance is delivered, taking account of value added and value for money; and
 - citizen focus - how well delivery is meeting the demands of Lancashire's communities and how well the functions are integrated with other policing activity, particularly neighbourhood policing.

Work in progress

- Meetings within the constabulary are being restructured and the business of the improvement and threat management group, which reviews the risk register, will become part of the work of the futures group, which is chaired by the Chief Constable. These new arrangements are aligned to the development of the constabulary Sustaining Excellence programme.
- The constabulary is going through the process of aligning its operations to the threats and risks faced with a mix of resources appropriate to the management of those risks and achieved through the application of allocated funds and efficiency

gains. Resources are allocated based on an understanding of the wider implications, incorporating the requirement for additional specialist services in addition to support and back office functions such as intelligence and administration.

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Lancashire is collaborating with other forces in its region to provide access to and interrogation of intelligence systems. The recommendations from the Bichard Inquiry have been implemented.

Strengths

- Computerised intelligence systems are advanced and in a continuous state of development. SLEUTH provides the corporate intelligence environment supplemented by Intel2 and CLUE, which is a nominal based level 2 intelligence system.
- The constabulary is currently operating on HOLMES 2 version 11c and is due to migrate to version 12 in the near future. This should improve opportunities for transferring data. However, it also raises issues around the compatibility with other forces that use an earlier version. This is addressed at the regional user groups, where all members work in partnership with the NPIA and Unisys towards achieving compatibility.
- The constabulary has been part of the initial roll-out of the ANPR back office function (BOF2.2). This development will enable the consistent application of standards and is therefore capable of being interoperable with similar systems in other forces.
- The ANPR database can be directly accessed via the SLEUTH corporate intelligence system. Each division has an ANPR server and an appropriate number of static ANPR reader licences. A new Spectrum van provides county-wide motorway cover and each roads policing unit has ANPR capability. Use of ANPR proactively and use of data from ANPR is widespread internally and with special branch and the security services. ANPR is being linked with CCTV systems, with funding being made available to purchase more readers.
- The constabulary has devised an ANPR data management and storage facility called Big Fish. This facility provides the main storage repository for ANPR and supports BOF2.2, providing an enhanced user interface with faster access to data.
- ANPR guidance is available to all users on the constabulary intranet. Administration and intelligence training for BOF2.2 commenced in December 2007.
- ViSOR has been rolled out to the probation and prison services. Consequently communication has improved between the agencies. SLEUTH has been updated to include a ViSOR marker for each offender.

Work in progress

- The national ANPR strategy drives constabulary strategies in conjunction with those of neighbouring forces. An implementation plan has been set up with the assistance of the NPIA, based on an expectation that standards will need to be complied with in time for an expected inspection in 2010 by HMIC. A draft revised ANPR policy has been prepared, and this clarifies operational procedures.
- The region's five forces (led by Lancashire) have made a bid to the North West Development Agency for £3.7 million for fixed ANPR cameras to be set up at strategically important locations on the region's road network.

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- A demonstrator site bid was made (led by Cheshire) on behalf of three of the regional forces for a regional ANPR control centre, which will effectively be an intelligence cell linked to the RIU.
- Data management tools are being developed in-house: these enable intelligence development from ANPR data, including hot lists, PNC prioritisation and real time hot list alarms. Development continues under national guidance. There is automatic weeding in line with NAAS guidelines.

Areas for improvement

- Use of the Home Office Large Major Enquiry System (HOLMES) as an investigative tool has increased in recent years, for example in the production of standalone exhibits packages. There is also an increasing trend to use the system in other smaller enquiries. Therefore an increased amount of operational information is being stored on HOLMES that cannot be electronically fed into the corporate intelligence system. The search facility SLEUTH does not therefore automatically interrogate HOLMES. This is an area for development on a national basis, which the constabulary is currently addressing with the MoPI team.

The constabulary has a case review policy ensuring that current major crime cases are reviewed in accordance with ACPO guidance.

Strengths

- The constabulary major investigation teams are embedded in clusters of two divisions, with an additional headquarters based team that provides specialist support. The central team has additional responsibility for the review of investigations and for cold case reviews.
- The constabulary has a formal review board, led by the ACC (SO).
- Investment has been made in members of staff attending NPIA review officers' courses.
- The criteria for major crime case reviews range from undetected/unresolved homicides and category A or A plus stranger rapes to kidnap, CIT robberies and unprovoked serious sexual offences. A set timetable is in place for the process.
- The review process in relation to major crime identifies good practice and areas for improvement, which are fed back to staff through a briefing structure. An example where this has been found to be useful is in relation to CIT robberies, where a structured review focused on the management of investigations as well as identifying tactical and investigative opportunities.
- There was evidence of appropriate cases being reviewed within a 28-day period, with advice and guidance available on a continuous basis. Lessons learnt are fed back, and where appropriate policy guidance is updated to reflect good practice.
- The learning from each major enquiry is shared at weekly senior investigating officer (SIO) meetings and at each quarterly FMIT presentation day initially to FMIT members of staff and then more widely across the organisation.
- The FMIT scans divisional activity on a daily basis and quality assures investigative activity. The unit is the central point for advice and guidance on investigative matters.
- It is the responsibility of the ACC (SO), in consultation with the head of the diversity unit, to determine whether an IAG panel will be attached to a case review. The attachment of the IAG is to reinforce the commitment to the openness and transparency surrounding the way the review process is conducted.
- There is a wide strategic agenda for the areas of the business that come together in order to protect vulnerable people, dealing with the issues as precursor to homicide. This approach links into major investigation review processes.
- The constabulary's rape policy incorporates standards for investigation, audit and quality assurance. The drivers for improvement included HMIC reports, Home Office research into rape attrition, and recognition that service delivery, satisfaction and detection rates can be further improved.

Work in progress

- As part of the major crime protective service improvement plan the constabulary is to carry out an assessment of capability and capacity of the major crime review process to identify skill requirements.

The tasking and coordination process functions cohesively to deliver suitable responses to manage major crime threats. There is a sound understanding of historical, current and predicted demand.

Strengths

- The constabulary tasking and coordination process functions cohesively to deliver effective responses to manage major crime threats. NIM processes - and in particular tasking and coordination - are effective and clearly meet national requirements. There is a coherent process whereby strategic priorities are identified, intelligence requirements set and products produced and actioned. NIM target and problem profiles are used as appropriate. Both open and closed sources of information are used.
- Internal and external audits of the NIM show the constabulary to be well positioned for compliance with NIM minimum standards. Momentum from the initial investment in the NIM as a pilot force has been sustained, and continues as a major part of the Blue Print process.
- The constabulary STCG meets on a monthly basis. One in every three meetings considers operational issues, with the remaining meetings considering performance and policy. The agenda is structured to ensure that emerging strategic threats are identified from NIM intelligence products, performance, environmental scanning, etc. The control strategy is formally reviewed at each meeting. The control strategy includes both 'performance threats' and 'problem defined' issues that are either top-down priorities or aggregated priorities from bottom-up assessments.
- The STCG considers priorities for partnership working, ensuring that strategic responses are not entirely police focused. In-house structures and training ensure a high level of understanding and compliance with NIM and TCG processes.
- The SLEUTH intelligence search facility supports the operational delivery of the NIM, providing effective briefing facilities, an actionable intelligence system and a comprehensive single search data warehouse. The system is available to all staff, ensuring clear communication of priorities for deployment linked to operational tasking.
- SLEUTH allows TCG sanctioned target and problem profiles to be allocated to operational teams providing briefing, debriefing (NIM briefing model) direct entry intelligence collection, tactical options menu ownership with clear accountability, ongoing operational review and monitoring of results.
- The constabulary has published national NIM guidance on the intranet and uses this to set minimum standards. Other policies and guidance are in place, are accessible and are used, eg covert RIPA standards.
- Intelligence led policing is integrated into a full range of training products. Roles requiring accreditation (financial, DSU, CHIS management) receive appropriate training. All intelligence unit personnel attend the NIM intelligence specialist course and other specialist training as required (eg the analyst initial course). The constabulary runs its own formal surveillance training programme, intelligence specialist course, SIO intelligence module and other less formal programmes such as analyst training. CLUE software training and inputs on the NIM are given to all relevant internal courses.

Work in progress

- The constabulary is developing internal relationships, linking departments, divisions and partners with liaison meetings and continuous dialogue. NIM processes have been developed to enhance intelligence at level 2 and accelerate its flow into the operational environment. Meeting structures within the central operations division reinforce the formal TTCG structures, strengthening communication and developing relationships. In addition:
 - divisional liaison meetings take place with aligned intelligence officers from the G division;
 - OIAs are used that are streamlined requests for assistance from headquarters based specialist resources;
 - pre-tasking meetings take place to iron out detail;
 - investigation plans are put in place incorporating required elements such as RIPA, telephony, financial investigation, tactics and disclosure issues identified at the start of the process;
 - activity logs are maintained and reviewed;
 - continuous liaison takes place with operational teams; and
 - active consideration of disruption tactics takes place, supported by the availability of a specialist resource.
- Work is being undertaken to develop level 2 tactical tasking and coordination. In the past there has been a focus on level 1 performance issues. At level 2 TTCG there is now a move towards dealing with these on an exceptional basis, shifting the focus towards level 2 risks and threats.
- The G division tasking and coordination group is relatively new and the relationship with the constabulary level 2 TTCG is being developed.
- The constabulary is working to ensure that the discrete levels within the NIM framework do not encourage organisational silos of responsibilities, aiming to structure organisational capability in a way that ensures more integration and coordination.
- The constabulary is examining the links between strategic and tactical tasking and coordination in terms of how these environments relate to each other.

Areas for improvement

- There are a range of management structures that underpin and supplement the NIM processes. However, a significant amount of tasking and coordination is completed outside of the formal process and a lot of the detail is dealt with close to the operational environment. The constabulary needs to be confident that the balance is appropriate and that tasking and coordination arrangements fully support the needs of the organisation.

Through appropriate and comprehensive training, the constabulary's awareness of diverse community needs during major crime investigations is consistent.

Strengths

- Lancashire has demonstrated a long-standing commitment through the Chief Constable in respect of equality and diversity issues, and has a detailed policy relating to diversity, fairness and equality that is known and understood by all staff.
- Each division has a community cohesion team with an investigative arm of trained investigators on attachment for three to six months.
- Major investigation teams are embedded in clusters of divisions and this situation helps to maintain links with people working in communities - specifically with regard to community cohesion.
- Members of staff involved in major crime investigations have all received generic diversity training. This includes input from guest speakers from within diverse communities within Lancashire and IAGs. The community cohesion team provides continuous support. Managers and supervisors across the constabulary receive additional training.
- IAGs work with major incident teams to ensure that diversity is considered during the investigation of major crime.
- Diversity strategic meetings take place in each division, to discuss their approach to diversity issues and to address emerging trends.
- The investigation into the Morecambe Bay major incident (Operation Lund) involved making enquiries in 'hidden' or emerging communities. The learning gained from this experience has been fed into major disaster and critical incident training, and also into the development of computer systems that manage and present evidence in such cases.

Areas for improvement

- Major investigation teams do not have additional formal training on diversity matters specific to their role.

Prevention

Lancashire makes effective use of IAGs and key individuals. These are used to maximise the contribution of partners in the management of major crime investigations.

Strengths

- The placement of FMITs within clusters of two divisions ensures the availability of investigative resources with local contact and knowledge.
- Relationships with external partners are strong and the constabulary continues to develop these, eg with the Health and Safety Executive, academic institutions, coroners, pathologists, and forensic and criminal justice agencies. Partners spoken to during the inspection process confirmed that trust and confidence between all agencies is good and continues to improve.
- There is a well established network of IAGs that support all levels of activity in the constabulary, including major crime investigations. IAG members are registered on a data base that is accessible 24/7, providing opportunities for SIOs to seek early advice. Evidence was provided in the form of a murder investigation where IAG members were able to provide significant levels of advice on enquiries within LGBT communities. There is a vetting process for IAG members, which enables them to engage with the constabulary at an increasingly meaningful level.
- Links between neighbourhood policing and major crime investigation are strong. Community impact assessments are completed prior to interventions and customer satisfaction surveys carried out afterwards, in addition to meaningful involvement with IAGs and key individuals. The SIO and divisional operations manager jointly own the responsibility for community impact assessment and are involved with its review.
- Major investigation teams engage with communities through neighbourhood policing processes. Well established PACT groups across the constabulary area provide a corporate framework for information sharing and community engagement. Meetings are often attended by senior management and SIOs, who provide updates, seek feedback and develop understanding of local issues, including those surrounding investigations into major crime.
- In the Morecambe Bay tragedy, 23 Chinese people were killed. The investigation (Operation Lund) established a complex network of partnerships involving local agencies and other organisations of national and international standing. These arrangements helped Lancashire Constabulary to win the Justice Shield national criminal justice award in 2006. Lancashire Constabulary has continued to build on relationships that developed during this investigation, in particular with the Chinese Government and police.
- Partnership working around the drugs strategy is very strong. It includes the application of enforcement through operation Nimrod and also supporting other areas of the drugs strategy. The constabulary is consistently perceived to be an enthusiastic partner.
- Partners inform the development of policy. The work of the crisis support worker (local authority role) and the relationship with that of family liaison officers has been developed through joint working.

Work in progress

- The constabulary major crime protective service improvement plan identifies that there are no formal intelligence sharing protocols to handle intelligence gathered during an investigation. Consequently this has been identified as a high priority action. The head of intelligence is producing a strategy to establish protocols and arrangements in relation to major crime that will ensure consistency across the constabulary.

Contingency plans are in place to minimise the impact of any escalation of a major crime incident. 'Golden hour' principles are fully understood by call management staff and first responders.

Strengths

- The initial investigative response to major crime is well structured, clearly understood and embedded within the organisation.
- The constabulary has developed its capacity to deal with initial investigations on a continuous basis. There are 24/7 call-out arrangements for SIOs, deputy SIOs and crime scene managers. All SIOs are trained to the professionalising the investigative process (PIP) level 3 standard and in the investigation of kidnap. Cover arrangements extend to the ongoing availability of serious incident management.
- There has been night shift detective inspector cover for the past three years. This arrangement has had a positive impact on major crime investigation. More informed control is applied during the early part of an investigation. The SIO gets involved at a point where key elements have already been put in place and a coherent briefing is available. Each division also deploys a night cover detective constable.
- The constabulary incident manager has easily accessible comprehensive guidance available to assist the management of the early stages of a major investigation. These resources are available on the command and control system in the form of drop-down menus and a scratch pad arrangement.
- Operations undertaken provide examples of sufficient resources being made available to deal with incidents (CIT offences) when they occur, so as not to impact upon divisional resources. There are normally around 50 actions arising from any enquiry and this is generally managed by a small dedicated team.
- Lancashire Constabulary has invested in training to coordinate the response to incidents involving large numbers of casualties, incorporating casualty bureau, survivor reception centres and the management of the mortuaries. There is a call-out rota of Lancashire officers who have experience gained in supporting the management of major incidents of national and international significance. Training is supplemented by table-top and other exercises involving coordination with other agencies and the use of their equipment.
- Regional collaboration is evident, with GMP taking the lead role with the casualty bureau and Lancashire Constabulary assisting with staffing when required. An ACPO member attends the regional emergency operational planning meetings from which actions are allocated and completed. Other partners include the Government Office North West, local authorities, the health authority and other emergency services. All take part in joint training.
- Front-line officers commented favourably on the information available to support the management of the 'golden hour'. Access to information systems and guidance available on the constabulary intranet is seen to be good. Officers felt that their equipment was fit for purpose and that their vehicles had the necessary equipment to attend a major incident. Officers were also positive about the availability and response from secondary responders.

Work in progress

- The constabulary has a project in place to look at 24/7 cover arrangements for crime scene investigators. One option under consideration is the availability of a night cover crime scene investigator.

Areas for improvement

- The constabulary needs to be confident that skills and knowledge of critical incident management procedures and the 'golden hour' principles among first responders, communications officers and supervisors is at an appropriate level. A feature of the inspection was inconsistent understanding of and experience in these issues among front-line and first contact members of staff.

The threats from precursors to major crime offending are analysed.

Strengths

- Through the Blue Print process the constabulary has invested heavily in the area of protecting vulnerable people, particularly in terms of organisational development and relationships with partners. Levels of responsibility have been lifted across the board: there is clear ownership of this business area at chief officer level.
- Protecting vulnerable people is now included as a key element of the Chief Constable's 'Ambition'. The risk is actively managed at superintendent level and locally by divisional commanders.
- A group of missing persons champions, including partners, form a strategic hub for the multi-agency prevention and precursor debate, and this helps to cut across the silos.
- A continuous improvement cycle has been developed around homicide reduction. This is applied to all of the protecting vulnerable people areas, including vulnerable adult abuse. This learning cycle incorporates adult serious case reviews, of which 2 are now complete.
- Lancashire Constabulary has included public protection issues as one of the key themes within the major crime portfolio, seeing it as the very essence of their business. There are also SIO thematic specialist leads for kidnap, rape/sexual assault, disaster victim identification, gun crime, investigation review and counter-terrorism.
- Domestic abuse multi-agency risk assessment conferences have been in place in all parts of the constabulary area since 2007. The Awaken/Engage projects deal with issues relating to sexual exploitation. There have been 72 referrals to the Awaken project in 6 months and partners have bought into this programme. The constabulary is scoping the resource implications of growth in this area.
- An inspector half funded by the Home Office and half funded by the LDAAT is embedded in that partnership and is also the constabulary strategic lead for the drugs intervention programme. The post holder works with the strategic director of the LDAAT to ensure that the LDAAT business is embedded in partnerships, and to develop and maintain links to local area agreements.
- Operation Summer Nights and Operation Shepherd are multi-agency campaigns put into effect during holiday periods, following analysis of trends in alcohol related town centre violence. Over the period of Operation Summer Nights in 2007 there was a 3.4% reduction in the incidence of violent crime and a 20% reduction in anti-social behaviour, compared with the same period in the previous year.
- An additional response to tackling alcohol related violent crime is the Night-safe programme. All divisions produce marketing material using key messages from the alcohol harm reduction strategy. The SOCU has been involved in covert activity targeted at problematic premises.

Work in progress

- Protecting vulnerable people policy development continues with a comprehensive action plan. Minimum standards are being established and these will be reviewed on a 12-monthly basis, in addition to audit and inspection of divisions. There are to be three quarterly audits of divisions each year, as well as a more comprehensive annual audit of the constabulary standards in this area.

The policy covering threats to life is accessible to staff and is thoroughly understood and implemented. There are examples of joint/regional/cross-border/multi-agency operations.

Strengths

- The constabulary has a threat assessment policy, which sets out roles and responsibilities when intelligence indicates that members of communities are in danger. Contingencies to manage the threat are decided upon and implemented, and tactics - including the issuing of Osman warnings - are used to reduce threat levels.
- The constabulary has invested in and restructured resources to protect vulnerable people. Public protection units are embedded within divisions and are supported by a central unit that falls within the FMIT command structure. This provides a framework in which the major crime prevention and detection issues can be considered under the same umbrella.
- Scanning takes place at level 1 and level 2 on a daily/weekly basis. This in turn highlights general potential threats against high risk or vulnerable groups and contingencies are implemented.
- Specific threats are dealt with via formal threat assessment procedures. These are the responsibility of divisional senior management and are the catalyst for Osman warnings where this constitutes an appropriate response.
- The use of Osman warnings are recorded in policy on a local basis in DIUs or with senior investigating officers. Arrangements are in place for urgently required out-of-hours Osman warnings to be delivered by the on-duty divisional PACE inspector.

Areas for improvement

- The constabulary should ensure that effective procedures and facilities exist for recording Osman warnings and that these are consistently applied across the organisation.
- The constabulary has recognised within the protective services major crime improvement plan that the development of a homicide/violence reduction strategy and action plan incorporating policy in relation to Osman warnings is an area for further improvement.

Lancashire has a witness protection capability that is supported by dedicated covert resources. The constabulary operates a policy that is promulgated to staff across the organisation. Lancashire collaborates with other forces and partners in this area.

Strengths

- Witness protection is managed within the covert protection unit in the covert policing department and is seen as an area of work that requires a continuing commitment to ensure witness safety and subsequently successful prosecutions. Dedicated members of staff within the constabulary demonstrate such commitment and expertise.
- There is support for regional collaboration and the constabulary has embraced this by taking an active role on regional review teams. Collaboration takes place with other regional forces over covert policing resources. Arrangements for joint working are becoming more formal, with Lancashire providing the resource and expertise.
- The constabulary is raising awareness of witness protection issues by way of a number of initiatives, including information and guidance to staff in a range of training courses.
- The constabulary intranet outlines the criteria for the witness protection scheme and how to access such.
- Divisional detective chief inspectors and operations managers are required to authorise any applications for witness protection or witness protection support prior to that support being offered from the centre.

Work in progress

- The constabulary has an established vetting unit and all divisional commanders have agreed with the unit manager which posts in their division should be vetted in accordance with national policy and best practice, and to what level. This work is ongoing.

Areas for improvement

- It is acknowledged by the constabulary that the environment of witness protection is not fully understood at the divisional level. Although there has been an investment in raising awareness, this remains an area for improvement.
- Although permanent members of staff within the covert policing department are covered, the constabulary needs to be confident that the extent of current vetting procedures is sufficient to ensure appropriate levels of security.

The constabulary has systems in place to monitor the impact of preventative and enforcement activity. There is evidence that the broad range of community policing assets are fully used to help understand levels of harm in the community.

Strengths

- Audit processes have been designed to reflect the key strategic issues around vulnerability. The first of the audits has now been completed. These audits will feed into the quarterly performance review process. There is currently a 70% conviction rate for persons charged with domestic abuse related offences.
- The drugs market profile, which reflects the harm caused to communities from substance misuse, is fed into Operation Nimrod. The constabulary looks at trends in aspects of acquisitive crime, making the links and drawing conclusions about drug related activity and the impact on harm indicators.
- A significant aspect of neighbourhood policing is the identification and resolution of level 1 crime and disorder issues typically raised at PACT meetings and informal engagement processes. The constabulary is developing a better understanding of the relationship between level 1 signal crimes in terms of their significance as precursors or symptoms of the progression into major crime and serious and organised crime, asking the question: Are operations within neighbourhoods sensitive to the wider serious and organised crime issues?
- The constabulary is heading a national pilot on OCG mapping and contributing to best practice across the UK.

Areas for improvement

- Links with communities are strong through neighbourhood policing, relationships with partners, key individual networks, IAGs, etc. However, the development of a consistent means of measuring harm in communities and which provides a basis for monitoring performance in terms of the impact of prevention and enforcement activity is an area for improvement.

Enforcement

The inspection found evidence that the constabulary fully considers relevant professional standards issues in the operational planning for major crime work. A security policy is in use.

Strengths

- Physical and environmental security arrangements incorporate access control, inventories of vulnerable equipment, building security, document management, secure areas for handling confidential information, home working controls, unsupervised out-of-hours policies, supervision of contractors, security sweeps by the PSD and the security of vehicles, including legends and security sweeps.
- There are clearly identified security issues, each of which have been risk assessed. This approach, in conjunction with the active encouragement of a no-blame culture, forms the basis of security development.

Work in progress

- The strategic assessment identifies criminal association, dishonesty, misuse and disclosure of information and lifestyles, which present corruption vulnerability as four areas of threat. Among recommendations made was a reconfiguration of vetting team structures to extend the scope and scale of vetting processes.
- A system of standard operation procedures and the introduction of the Info-sure project is work in progress over the next 12 to 18 months.
- The Government protective marking scheme is due to be introduced to the constabulary.

Governance arrangements for major crime investigations are effective, with appropriate use made of IAGs and gold command support groups.

Strengths

- The chair and members of the police authority were fully engaged in the process that took place to plan for the merger with Cumbria Constabulary. As part of the process it was identified exactly where policing gaps existed in relation to major and serious and organised crime. Following the failure of the merger, it was clear to the constabulary and the police authority that the identified gaps needed to be addressed from both a funding and a collaborative perspective.
- The response to this situation was presented to the police authority by the Chief Constable, who identified where increased funding would be required to attain the level of staffing and expertise required. Having considered the options available, the authority consulted widely with the communities and local authorities and it was determined that doing nothing was not an option. Consequently the precept on the council tax has been increased to fund the gap. Consultation has continued to determine whether the public remained satisfied following the changes, and the findings have been positive.
- The ACC (SO) provides strong leadership for major crime and serious and organised crime issues.
- The constabulary has set its corporate strategy for major crime, with key priorities and milestones detailed.
- The police authority is supportive of the direction of the constabulary in respect of this area of work and is fully informed by the chief officer team of ongoing activity through fortnightly briefings.
- The authority is regularly involved in gold group conferences and has the opportunity to participate on a regular basis in table-top exercises. To ensure that the authority has a clear understanding of operational issues, members are regularly invited to witness operations, from briefing to debriefing. Members are involved in planning around the new Connect programme, which involves communications and customer focus and is looking at dedicated silver command sites.
- The police authority corporate governance arrangements allow the authority to determine the efficiency and effectiveness of the constabulary over a wide range of policing matters. The authority acts as critical friend to the constabulary, being afforded a high level of trust. However, members challenge robustly where required. The authority is actively involved in dialogue with the constabulary on all key areas of business and seeks to ensure that it recruits individuals with the appropriate skills to oversee this procedure effectively. Additional training is provided where required.
- The authority has strict rules in respect of how additional funds are allocated to the constabulary. It requires a clear estimate of costs and a plan of how the money is to be spent, and to be convinced about the expected outcomes.
- Key members of the police authority have gone through a vetting process to allow them greater access to confidential information, and an additional three members are to go through the process. An authority member has specific responsibility for G division and sits on its scrutiny panel. The chief executive and the chair have fortnightly meetings with the Chief Constable.

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The ACPO lead and/or the head of crime are fully trained and competent in the management of linked and series crime. They are supported by staff who have undergone comprehensive training and testing in critical incident command, community impact assessments and policing in partnership.

Strengths

- The head of crime is trained in linked and series crime, is accredited as an investigator to PIP level 3, and is trained in critical incident command. The constabulary is in the process of appointing a new chief officer lead in this area.
- Lancashire provides extensive training in critical incident command. Specific arrangements aimed at levels from sergeant to chief inspector level are in place to train front-line silver commanders. Training for a more strategic level silver command is aimed at superintendents and chief superintendents. In recent times, a number of incidents have provided critical incident commanders with the opportunity to develop significant levels of experience. These include the Morecambe Bay tragedy in 2004 and a helicopter crash in the Irish Sea in 2007.
- Critical incident command training is provided to personnel from the fire and rescue service, the ambulance service, the coast guard and local authorities.

The constabulary's performance in the investigation of major crime is monitored through a regime that reviews each operation in terms of outcomes, cost, inputs and outputs.

Strengths

- Major crimes occur in the main around centres of population and lines of transportation and the constabulary has placed specialist resources alongside the threat. The occurrence of major crime in Lancashire as a proportion of total crime is lower than the national average. The occurrence of homicide as a proportion of major crime is also below the national average. The Lancashire policing strategy across a number of areas has led to a reduction in crime and major crime. The overall detection rate for the investigation of major crimes is 95.5%.
- The budget for major crime is set as a proportion of the constabulary budget and has been determined from experience and evaluation of risk. There is feeling within the FMIT that the budget fairly reflects allocation of resources against other constabulary priorities. Each major crime operation is 'owned' by the divisional commander, who will discuss the costs and progress with FMIT. There is a culture of effective dialogue and negotiation between the SIO and divisional commander over cost, resources, etc. The financial position is reviewed quarterly and generally 30-50% of costs are reimbursed to the divisions from the centre. This figure can increase to around 70% in certain cases.
- The FMITs have been positioned in clusters of two divisions and part of their role is to scan divisional activity on a daily basis and quality assure investigative activity. The unit is the central point for advice and guidance on all investigative matters.
- Each report of a discharged firearm in divisions is reviewed by the FMIT detective chief inspector looking at the forensic strategy, etc. This arrangement is seen to be working well and is valued. With an overview of every incident, FMIT is in a good position to make decisions about getting involved at an appropriate level.
- Performance management is undertaken on a systematic basis against priorities and includes areas such as case management. Reviews of performance take place on a regular basis: weekly at detective inspector level; monthly at detective chief inspector level; and quarterly at detective superintendent level. A mini quarterly performance review process has been developed to improve accountability at inspector and sergeant level for those working directly in the area of major crime investigation.
- The Initial Crime Investigators' Development Programme (ICIDP) is seen as a gateway to PIP accreditation at level 2 and is linked to the performance development review process. Staff must be accredited before they can move within the department. The ICIDP process is robustly managed, with detective sergeants, detective inspectors and detective chief inspectors being held to account for their staff completing the programme.
- The FMIT holds corporate professional development days, where cases are reviewed and good practice is fed back into the training environment and cascaded to staff. Specific items of good or poor practice, policy changes, etc can be promulgated to staff rapidly where the need arises. FMIT also conducts development days within divisions.

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- The constabulary policy on rape is supported by audit and quality assurance processes. The drivers for improvement within this area of business included HMIC reports, Home Office research into rape attrition and a need to improve service delivery, victim confidence and detection rates. A minimum standard of investigation has been adopted and maintained.
- Protective service improvement plans are monitored in three main areas – purpose, quality and citizen focus, as previously outlined.

Work in progress

- Performance management processes for the major crime teams were developed with the involvement of members of staff, and incorporate monitoring of inputs and outputs relating to CCTV, telephony, etc, and issues relevant to the levels of service provided to divisions. These issues will feature in the quarterly performance review. Measures are categorised under the following headings: investigation, reviews, intelligence, prevention, quality of service, cost effectiveness, community engagement, divisional engagement and divisional assistance.

Areas for improvement

- Despite the work being undertaken in this area, the constabulary sees further development of meaningful performance indicators as an area for improvement.

Performance Management and Resilience

Lancashire has a strong investigative capability to meet the predictable major crime investigation demands.

Strengths

- A detective superintendent, a detective chief inspector, a detective inspector and a full HOLMES management team are available in force on a 24/7 basis. Capability includes the full range of major incident room standardised administrative procedures (MIRSAP) activities and roles, including HOLMES CasWeb and MIRweb.
- Arrangements are in place for gold groups, the management of critical incidents, and disaster victim identification. The professional functions around intelligence analysis, criminal justice process and technical support are under the same roof at headquarters, and there is a systematic approach to live case and cold case review.
- FMIT is organised in three clusters of two divisions, with at least one major incident room available in each. Full consideration has been given to where facilities have been placed. Each FMIT is led by a detective superintendent, with appropriate management and supervisory support. An enquiry team is aided by exhibits officers, disclosure officers, a telephony officer and an analyst. In addition, each cluster has a HOLMES team leader, indexers and administrative support.
- There is a mature relationship between SIOs and divisional commanders regarding the resource commitment to major crime investigations, including financial agreements.
- While there are set guidelines for the staffing requirements around different categories of major crime/murder, the constabulary adopts a flexible approach, allocating resources as required in the individual circumstances. This may result in fewer or greater numbers of staff becoming involved following a risk based assessment.
- The FMIT CCTV teams provide support to divisions. A number of examples were cited that demonstrated a dedicated and professional response, resulting in detections.
- The mix of resources within the FMITs are consistent with the requirement for investigation and specialist skills and additional funding has been obtained through the Blue Print development process to increase the resources available to enquiry teams.
- The constabulary is investing in its people, developing the heads of profession concept, promoting the development of PIP in conjunction with a senior detective programme which is about succession planning and developing future senior detectives. A partnership exists with Lancaster University to support strategic change management and with the University of Central Lancashire to assist the development of crime scene investigation and the high tech crime unit. The constabulary is rolling out PIP level 2 training to all detectives.
- There are clear policies and processes in place to support the investigation of sudden unexplained deaths.

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- Only members of staff who are actively engaged in investigating homicide are trained and accredited to PIP level 3. This decision by the constabulary meant that some members of staff who were no longer active were removed from the register and accredited as PIP level 2. The number of staff registered at PIP level 3 is seen as appropriate.
- The constabulary has a significant number of trained family liaison officers (FLOs). There are a minimum of two trained FLO coordinators per division. There is increased use of FLOs, with a clear recognition that their role is very victim based and extends beyond homicide. Clear briefings are given by SIOs and clear objectives are set.
- The constabulary has a significant number of staff trained as tier 5 interview advisers. This includes all FMIT detective sergeants and one detective sergeant from each division. Members of staff attend a two-day familiarisation course held in force before progressing to the training.
- The constabulary has permanently staffed major incident rooms in each of the divisions, with a further room located at headquarters. An additional three rooms, equipped for use, are situated at strategic locations.
- Lancashire has a high number of staff qualified to search within the constabulary. The high number of people trained is in part to accommodate issues such as political conferences and the presence of a terrorist threat.
- The constabulary conducts an annual training needs analysis, and issues such as projected staffing for the FMIT is considered within this process.
- Detective superintendents from the FMITs now have a seat on the divisional management teams, the rationale being to place the FMIT detective superintendent in closer contact with the full range of pressures and to take a more balanced view of all of the risks. Decisions on the allocation of resources could then be better informed and reflect the broad range of considerations.

Work in progress

- The identification, succession planning and training of future senior investigating officers, detectives and other operational members of staff is seen by the constabulary to be a priority to ensure resilience in future major crime investigation. The senior detective development programme is moving into the implementation phase.

Areas for improvement

- Initial investigators have an expectation that major and serious crime will have been properly recorded and the scene managed prior to their arrival. It is felt that improved supervisory control and better training of call-handling staff and first responders would further improve performance in this area.
- The major crime protective service improvement plans identify a need to agree a regional contingency plan in relation to periods of exceptional demand.

Specialist and covert investigations are resourced through a robust infrastructure that has proved to be effective. The inspection found evidence of proactive and reactive use of these assets across a wide range of offences.

Strengths

- Specialist and covert investigations are resourced through a robust infrastructure that has proved to be effective. There is clear evidence of proactive use of these resources, which are seen as an integral part of operational business. The inspection found evidence of these assets being targeted across a widening range of offences.
- The constabulary has centralised a number of key support functions into the FMITs to create economies of scale and professionalise the service provided. These include areas such as telephony, CCTV and EvoFIT.

Work in progress

- The constabulary is developing an initiative to coordinate the installation, management and regulation of CCTV systems within Lancashire licensed premises. There are no statutory or industry standards for equipment specification, camera locations, archive period, maintenance or training. As a consequence, the product from these systems is an area for development.
- The intention is to encourage relevant licensing authorities to impose suitable conditions on new and renewal applications that can be enforced by local authority officers and to promote effective partnerships with CCTV site users, the local authority and the relevant licensing authorities. Ultimately the aim is to create a situation that will facilitate meaningful site mapping.

Areas for improvement

- The constabulary should satisfy itself that the arrangements for technical support are fit for purpose and ensure ready access to technical support services for divisions..

The constabulary is developing its case review team in accordance with ACPO guidance.

Strengths

- Major crime (cold case reviews) is a new area of business for Lancashire Constabulary. There are set criteria for review, and structures are supported directly by an experienced detective superintendent.
- Lancashire has five homicides that have remained undetected for the last 20 years. A number of these are under review as a result of new opportunities presented by the availability of new technology and forensic analysis.
- Constabulary major investigation teams are embedded in clusters of two divisions, and there is an additional headquarters based FMIT that provides specialist support and has additional responsibility for the review of investigations and cold case review.
- There is an existing policy that covers the framework for cold case review capability for major crime. The policy has been made with the help and direction of the police crime standards directorate and incorporates relevant information and practices from ACPO manuals, eg the Murder Investigation Manual. Major crime investigations are characterised by the early development of a forensic strategy.
- Major crime investigations are characterised by the early development of a forensic strategy. This approach is applied to cold case reviews, of which a number are under way.

Work in progress

- There are imminent plans to increase staffing levels in the FMIT, specifically to carry out a review function and investigation of cold cases, thus reducing abstraction from the core investigative teams. The constabulary is in the process of recruiting two police staff review officers and three detective constables. Staffing levels commensurate with threat have been determined.

The inspection found evidence that the constabulary is compliant with relevant standards of the ACPO Murder Investigation Manual and MIRSAP procedures.

Strengths

- Policies and procedures for major crime are readily accessible via the constabulary intranet system. Procedures have been accessible since 2005 and have recently been updated to reflect the current position with regard to the links between major crime and other areas of police business. Guidance includes role profiles, categorisation of murder, staff requirement for major investigations, how to complete community impact assessments, standard of investigation, disclosure, criminal justice and reviews, etc.
- The constabulary complies with MIRSAP guidelines and completes community assessment documents in conjunction with divisional command teams. Lancashire has developed a major incident room case management process for non-HOLMES enquiries. The constabulary has a detailed major investigation policy. All major investigations are subject to appropriate review by chief officers.
- Lancashire has adopted the operational principles set out in the ACPO Murder Investigation Manual. The constabulary is piloting PIP, an SIO accreditation programme, which will ensure that investigative expertise is promulgated and quality assured.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition

B

BCU	basic command unit
BOF2.2	Back Office Facility 2.2

C

CDRP	crime and disorder reduction partnership
CHIS	covert human intelligence source
CLUE	a text-based level 2 intelligence system
CPS	Crown Prosecution Service

D

DCC	deputy chief constable
DIU	divisional intelligence unit
DSU	dedicated source unit

E

EvoFIT	a facial composite system
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F

FID	force intelligence department
FLO	family liaison officer
FMIT	force major investigation team

G

GMP Greater Manchester Police

H

HMIC Her Majesty's Inspectorate of Constabulary

HMRC Her Majesty's Revenue and Customs

HOLMES Home Office Large Major Enquiry System

I

ICIDP Initial Crime Investigators Development Programme

L

LDAAT Lancashire Drugs and Alcohol Action Team

LGBT lesbian, gay, bisexual and transgender

M

MIRSAP major incident room standardised administrative procedures

MoPI management of police information

MSF most similar force(s)

N

NIM National Intelligence Model

NPIA National Policing Improvement Agency

NPSAT National Protective Services Analysis Tool

O

OCG organised crime group

OIA operational intelligence assessment

P

PACE	Police and Criminal Evidence Act 1984
PACT	Police and Communities Together
PCSO	police community support officer
PESTELO	political, environmental, social, technological, economic, legal and organisational
PIP	professionalising the investigative process
PNC	Police National Computer
POCU	proceeds of crime unit
PSA	public service agreement
PSD	professional standards department

R

RART	regional asset recovery team
RIPA	Regulation of Investigatory Powers Act 2000
RIU	regional intelligence unit

S

SGC	Specific Grading Criteria
SIO	senior investigating officer
SLEUTH	a corporate intelligence system
SMART	specific, measurable, achievable, realistic, timely
SOCA	Serious Organised Crime Agency
SOCU	serious and organised crime unit
SPI	Statutory Performance Indicator
STCG	strategic tasking and coordination group

T

TCU	targeted crime unit
TTCG	tactical tasking and coordination group

V

ViSOR Violent and Sex Offenders Register

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Appendix 2: Developing Practice

TITLE: TELEPHONY – Data retrieval from mobile phones

PROBLEM: The problem was retrieving data held within mobile phones and making it available for use during interview of suspects/witnesses during major investigations, as private sector companies were unable to meet this challenge within budgetary commitments.

SOLUTION: To purchase necessary equipment and implement required training so that constabulary employed personnel can carry out evidential examinations and make the evidence available at the earliest opportunity.

OUTCOME(S): Dedicated phone examiners have been put in place who are able to produce evidential reports in around two hours. To date, in excess of 500 mobile phones have been examined. The average private cost is £200 per phone, so the cost for these examinations would have been in excess of £100,000. The cost of training, wages, and software in initial first year was approximately £60,000. Therefore not only was service improved but a £40,000 saving was made. With training already completed and hardware costs being reduced, the savings should increase in the following 12 months and subsequent years. The use of a volunteer within this area has also improved receipt and dispatch of exhibits, and has improved continuity for the exhibits and streamlined examinations. Lancashire has organised and hosted two national/international mobile phone examiners' conferences to promote this discipline.

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TITLE: EvoFIT – Composite facial likeness

PROBLEM: The use of composite facial likenesses obtained from aggrieved persons and witnesses to crime and the subsequent lack of identification and prosecution of offenders from those images.

SOLUTION: Working in partnerships with the University of Central Lancashire, the North West Development Agency and Stirling University, the constabulary is undertaking a trial and assisting in the development of the next generation of software (EvoFIT) used to generate facial likenesses. This has involved the training of operators on a completely new and innovative system throughout each of the divisions in the technique of obtaining those likenesses. It has led to the development of local procedure and best practice in obtaining composites and the subsequent production of evidential packages to investigating officers and the courts. The system is built on a new strategy, which is based on newly applied psychological research into people's ability to 'recognise' rather than to 'recall' an offender's facial features, and with the advancement of computer techniques the evolved facial images are superior to any generated by previous systems.

OUTCOME(S): Physiological research shows that the recognition rate of images generated from the new system is 30% better than the previous method of obtaining composite likenesses. The collation of results from witnesses, police staff and the

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detection rates obtained at this early stage indicate that the system is more successful, evidenced by arrests made in the early stages of the investigation. EvoFIT has also generated confidence among operational officers in using facial composites as a detection tool during the course of an investigation. The system does not rely as heavily on the artistic ability of an operator to produce a final image. As a result, it opens up the opportunity for training in the production of facial composites to more personnel, making it more accessible to divisions and available for use before a crime victim's or witness's memory fades.

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TITLE: LUMINOL – Examination for the presence of blood

PROBLEM: Difficulty in finding traces of blood that are very faint or where attempts have been made to wash away the evidence.

SOLUTION: Originally a new offering from the Forensic Science Service, the Luminol formulation was bought for use in-house. This was on the basis that the service could be delivered in a timelier and more cost effective manner than by using a service provider. While it was in use, tests were made by constabulary forensic services staff to see whether a more effective formulation could be engineered. Following these tests, a new formulation has been developed that delivers improved fluorescence from blood staining that was previously invisible and would have otherwise remained undiscovered.

OUTCOME(S): This new development is more user friendly and carries less of a health and safety risk than the original product – and at a tenth of the cost. It is a more sensitive test, which has traced evidence that potentially would never have otherwise been found, and is more accessible to operational officers.

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