



**Lancashire
Constabulary**
police and communities together

Report to:	Strategic Scrutiny Meeting
Date:	30 th January 2019, updated 4 th February
Title:	Quarterly Scrutiny Report

1. **Issue for Consideration**

The purpose of this report is to provide an update in relation to the performance of Lancashire Constabulary. Crime data is taken from ForceSight (which goes up to 30th November 2018) or the recorded crime BI Dashboard, (which goes up to 31st December). The data source will be stated in each relevant section.

2. **Recommendation**

The Commissioner is requested to review the report and make comments as appropriate.

3. **Background**

This report advises the Commissioner of the performance of Lancashire Constabulary against the agreed performance indicators which are reported to the Police and Crime Panel.

4. **Protecting Local Policing**

a. Proportion of budget spent on front-line policing.

There is no change to the distribution of finance since the last report.

Table 1: Expenditure on Frontline policing vs other spending

	Spend 31/12/18	
	£m	%
Visible	77.3	40%
Non Visible	62.2	32%
Operational Frontline	139.5	72%
<i>Frontline Support</i>	12.0	6%
Business Support	41.4	21%
Other *	12.4	
Total	205.3	

* Other represents costs such as OPCC, capital financing, pensions and national policing.

b. Update re Fracking Operation

Cuadrilla received final permission to frack Well 1 at Preston New Road in October 2018. This resulted in a march of approximately 1000 people on Saturday the 20th October which was totally peaceful. Following the initial frack there were a number of acts of direct action including a 24-hour blockade and a complex lock-on that partially blocked the site entrance for 4 days.

The initial fracks resulted in unexpected seismic activity, this caused significant delays and national press interest. As a result of this activity and the stringent regulations Cuadrilla had to delay operations and were significantly delayed. They have now completed limited fracking and are in the process of removing 'flow-back' water from the site and scientifically examining the results. In the last two months the level of vehicular activity on and off site has increased significantly and the protestors continue to oppose all vehicular movements. Obviously the weather has resulted in reduced numbers and to an extent the concentrating of their activities during peak periods.

c. Citizens in policing

Special Constabulary

There is currently a review of the Special Constabulary. The aim is to reduce numbers from the current 295 to 259 officers. Considering natural wastage and those currently in training, it is anticipated that this number will be met around April 2019. There was an intake of 9 in January 2019 who will be attested in April. There will be two further intakes May and September 2019 with a maximum of 40 per intake.

A regular Sergeant role as Special Constabulary Coordinator based within LVP has been established. This ensures that Specials are managed, trained and deployed to maximise their impact on supporting front line policing and protecting our communities.

In the last 6 months 9 Specials have resigned to become PCSOs with Lancashire, 2 as PCSO's to other forces. 11 have resigned to become regulars with Lancashire and 10 as regulars to other forces.

Volunteers

There are 372 Police Support Volunteers with a further 36 in the application process. Current volunteering roles being recruited are, cyber, hate crime scrutiny panel, community road watch, cadet leaders and independent advisory panel members.

The organisation is actively recruiting to the new Cyber Special Cyber Volunteer role (CSCV). This is part of a national scheme to utilise volunteers with high levels of technical expertise to assist police in their fight against cybercrime. The CSCV will work alongside DMIU.

Cadets

Lancashire Constabulary has 484 Police Cadets and an additional 22 Junior Cadets aged 10-13. There is capacity for 650 cadets.

The recruitment window will be open Constabulary-wide during June 2019 for a September start, to fill the vacancies of those turning 18 and leaving. The plans are to maintain unit numbers and improve the social action they complete. Space is an issue for recruitment.

A Cadet to Specials application has been implemented and 10 cadets are currently within the recruitment system.

5. Tackling Crime and Reoffending

a. Recorded Crime

Recorded crime has continued to rise. There was a 36% increase in the year to the end of November 2018, greater than seen both in the MSG (most similar group) and nationally.

As the Commissioner will recall the issues concerning the Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' (HMICFRS) inspection of Crime Data Integrity (CDI) and the subsequent increases in recorded crime have been examined and discussed in previous scrutiny meetings. It should be noted that the Office for National Statistics (ONS) recently commented on crime reporting nationally. Their commentary released with the latest statistics supports the explanations for the rise in reported crime the Constabulary previously provided to both the commissioner and the Police and the Crime Panel, further increasing Constabulary confidence in their understanding of the issue.

Table1. Recorded crime ('all crime') for Lancashire and England & Wales

AREA	%	Recorded 12M to Nov-17	Versus 12M to Nov-18
England & Wales	+7%	4,732,203	5,056,925
Most Similar Group	+13%	1,117,892	1,260,547
North West Region	+11.5%	680,703	758,838
Lancashire	+36%	118,581	161,313

* Data taken from ForceSight V5.

Thirty-six forces experienced increased recorded crime. Violence, theft, and damage all feature as significant rises.

Violence against the person has seen some decreases since the last scrutiny report, but levels are still high. The increases in public order and

violent crime offences are in line with expectations due to changes in recording practice following the CDI inspection. The impact of CDI remains a factor in the recorded levels. Violence without injury is the main issue within violence against the person. The recorded number of violence with injury has reduced. However serious assaults have seen a 50% increase (1030 to 1550). There is still however a crime recording context in that we would expect from past history for there to be some movement upwards as a result of improved reporting. Around the region, Cheshire and Cumbria have both seen significant increases (40% and 71% respectively) Further afield it has generally been the shires that have seen the most significant increases (N Yorkshire 36%, Dorset 54%, Kent at 56%). Given the locations of the higher increases the effect of crime recording is the more likely cause.

Furthermore, recorded anti-social behaviour (ASB) incidents have continued to fall (down 22,826 or 31%). As previously reported, many of what were previously ASB incidents are now captured within public order offences.

The previous scrutiny report noted that there was an increase in the burglary all category. This has fallen since then. There is little change (+0.4% increase) based on the earlier period. The Optimal Forager and near-repeat victimisation approach to targeting high risk areas has been re-introduced to BCU tasking through the partnership analysis team. This has shown to identify areas of high-risk, particularly in Blackpool and Burnley.

'All robbery' recorded crime has increased in 41 police force areas. The increases in Lancashire (11%) are below those of England & Wales (12%) and the MSG (15%). This continues the trend reported upon at previous Strategic Scrutiny meetings.

b. Serious and Organised Crime (SOC) Threats

The main County Lines threats are from Merseyside, GMP and West Yorkshire. However, County lines have been established from London, Oxford and Birmingham. County lines is intrinsically linked to threats of violence, intimidation and exploitation.

The pace of change of the county lines business model is an issue. Numbers, runners, methods of transport can change almost daily. This therefore restricts the time for forces to work together to fully disrupt the county line. This and the ease of new lines setting up are both threats in relation to tackling this problem. The vulnerable may associate with a number of County lines, and with the threat of violence and retribution, may not make the vulnerable person assist law enforcement.

Tasking around County Line is managed for the Constabulary through the Serious Harm Tasking process. The force board is replicated by 3 x local BCU boards. There is a specific focus on mainstreaming our activity on SOC areas that have attached vulnerability. This has increased our

understanding of the county lines threat and identified vulnerabilities in our communities. This is reflected in the increasing number of County Lines Organised Crime Groups (OCGs) that are mapped. This is naturally a continually shifting picture. Considerable resources from across the county and region are used to target this issue including: SOC assets locally, force wide and from the NW-ROCU; and Community Safety Teams and partnership assets via Genga.

In January awareness training re County Lines was delivered to the hospitality industry and taxi drivers.

Cashpoint (ATM) thefts are still a regional priority and links are maintained with North West Regional Organised Crime Unit (NWROCU) for intelligence sharing and targeting. As a direct result of this regional cooperation and proactive targeting by our Tactical Operations units the county has successfully disrupted several out of county OCGs targeting ATMs and working in cooperation with GMP arrested a significant offender wanted for 5 ATM offences.

c. Knife Crime

There has been an upturn in recorded crimes that meet the HO knife crime definition. The latest intelligence assessment on knife crime suggests that domestic incidents and gang / OCG violence have contributed significantly to these increases. The commissioner will recall that at the last meeting this issue was discussed and he was informed of ongoing operations in South of the county. The proactive operations with a deliberate increase in stop searches (as previously reported and also reported in the Stop Search report on the agenda today) resulted in the issue being removed from the Constabulary Threat matrix. Operations to address street robberies in Blackpool were also successful.

Table 2. Recorded knife crime based on ADR 160

Selected offence type	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2017/18	2017/18	2017/18	2017/18	2018/19	2018/19	2018/19
Attempted Murder	1	1	0	0	3	3	4
Threats to Kill	9	14	11	10	22	22	42
Actual bodily harm & grievous bodily harm	147	162	137	119			0
Assault with intent to cause serious harm					105	90	90
Assault with injury and Racially or religiously aggravated assault with injury					70	70	121
Robbery	66	55	65	47	61	51	74
Rape	1	5	3	4	6	10	2
Sexual Assault	0	5	0	2	1	1	1
Total selected offences	224	242	216	182	268	247	334

It should be noted that whilst there have been increases in knife crime in many parts of the country, the ONS recently commented that the real

concern was limited to large metropolitan areas such as London and Birmingham. There is little doubt that proactive operations combined with improved reporting of offence will have contributed to the increased figures above.

d. Road Safety

The ten-month period January to October (2018) witnessed a provisional reduction in killed or seriously injured (KSI) casualties of 7.4%. A reduction in Child KSIs was also recorded, amounting to 13%. These early findings are somewhat overshadowed by a substantial increase in the number of fatally-injured casualties of road traffic collisions; provisional figures (pending collision investigations and outcomes of Coroners proceedings) show 48 live fatal investigations for 2018. In depth analysis has failed to identify any significant patterns or trends with many fatalities being the result of very tragic circumstances. Work to evaluate all fatalities will continue throughout the first half of this current year. It is also worthy of note that this sizeable workload is also proving impactful on the Collision Investigation Unit (CIU) and Road Death Investigation (RDI) teams, based at the motorway post at Samlesbury.

A significant development in collision recording and data handling has occurred as Lancashire went live with the Department for Transport (DfT) derived system CRASH on 1st January. CRASH, the acronym for Collision Recording and Sharing, offers a direct link to the DfT via the Pronto interface. Collisions, recorded at the scene via an officer's Samsung device, will be 'pushed' to the DfT automatically, whilst the range and quality of data is significantly improved over previous versions of CRASH. Built-in validation processes promise to drastically reduce errors and improve location recording, further enhancing the scope for detailed analysis. An in-house Data Warehouse, containing data from both our legacy system RTC File and CRASH should offer comparable data for long term analysis of road traffic collisions.

Work will begin on collating data to generate the 2019 Heat and Trends (HaT) matrices during the course of the next few weeks. The Heat and Trends Matrix was a Lancashire Road Safety Partnership (LRSP) concept and offers a one-page insight into casualty numbers, age and casualty groups and five-year trends. This concept has been adopted as best practice by several force areas and road safety partnerships.

It has been reported that the drink drive campaign was a success and the campaign resulted in 285 arrests.

6. Supporting Vulnerable People and Victims

a. Domestic abuse

Domestic Abuse (DA) crime had been rising through the first half of 2018 and then levelling out between August and October and then falling from November. The CDI inspection identified under-recording of DA offences

in the form of additional offences within the same incident. Interventions to reporting procedures tackled these issues and the introduction of Connect will have had some impact on the end of year reporting. The issues with Connect are not isolated to DA but all crime. This is expected to stabilise as staff get use to the new system and processes. Crimes with a DA marker are mostly violence (for the year 2018: 81%, 17,545).

Table 3. Volume of DV recorded crime (extracted via the Power BI Recorded Crime Dashboard)

	April	May	Jun	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
2014/15	740	744	757	788	713	692	728	689	669	639	588	679
2015/16	712	702	686	722	784	704	709	776	802	812	781	764
2016/17	814	941	896	875	843	892	848	823	996	873	912	989
2017/18	992	1096	1053	1202	1138	1078	1080	1129	1312	1387	1453	1506
2018/19	1573	1848	1764	2,200	2206	2095	2098	1793	1424			

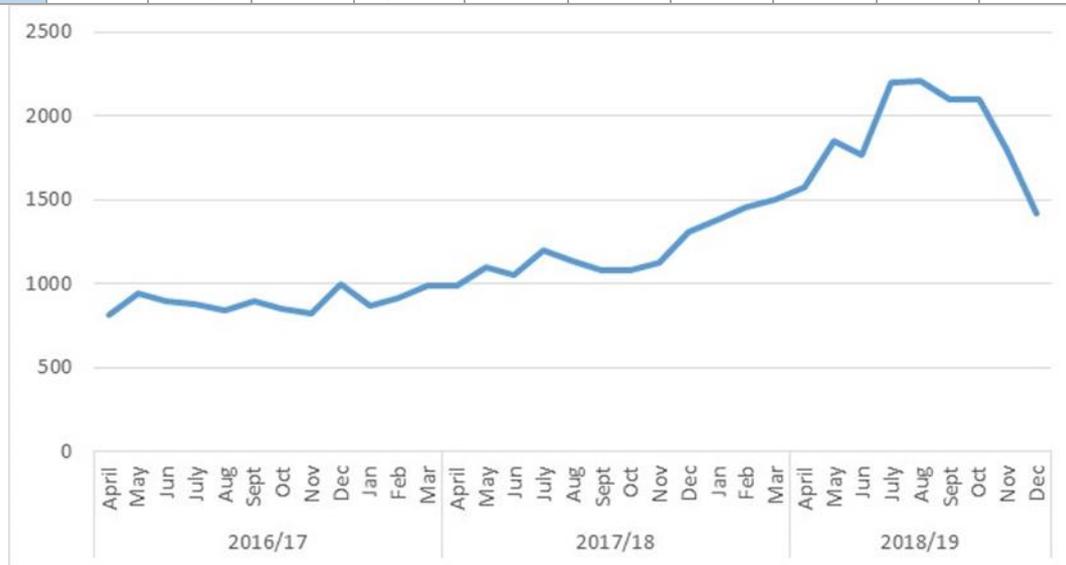


Figure 1. Domestic abuse crimes / investigations (data source: recorded crime dashboard)

After the Constabulary Crime Data Integrity (CDI) inspection in July 2017 there was a sharp increase in the number of domestic abuse cases resulting in evidential difficulty. As a result a piece of work was carried out to determine whether the rise in evidential difficulties was in proportion to the rise in total domestic abuse cases. Overall, the work illustrated that domestic abuse cases were 1.237 times more likely to be recorded as evidential difficulty after the CDI inspection.

To provide some insight into the occurrence of evidential difficulty in cases of domestic abuse, nine case characteristics were examined against the case outcome. Testing found that seven out of the nine characteristics had a significant association with evidential difficulty.

- *Repeat abuse* - cases of evidential difficulty were significantly more likely to involve single incidents in comparison to repeat abuse cases.
- *DASH grade* - evidential difficulties were significantly more likely to occur in standard risk and medium risk cases, in comparison to high risk cases.
- *Response grade* – Grade 3: planned responses were significantly more likely to result in evidential difficulties in comparison to any other grade of response.
- *Time to arrive (minutes)* - the time to arrive (minutes) was significantly higher in cases of evidential difficulties, in comparison to other disposals.
- *Victim gender* - evidential difficulty was significantly more likely to involve male victims in comparison to female victims
- *Offence grouping* - violent offences were significantly more likely to result in evidential difficulty in comparison to property, sexual and other offence types.
- *BCU* - evidential difficulties were significantly more likely to occur in South in comparison to East and West.

The increase in recording of those types of offences most likely to have evidential difficulties as part of the improvements in crime recording has led to the increase in the numbers of cases with evidential difficulty.

b. Hate crime

Data on recorded hate crime is taken from the recorded crime BI dashboard. A year-on-year comparison shows an increase in all hate crime categories.

Hate Crime	Jan-Dec'17	Jan-Dec'18	+/-	%
Race	1355	1976	621	46%
Religion	123	189	66	54%
Sexual Orientation	253	463	210	83%
Transphobic	62	81	19	31%
Disability	157	240	83	53%

Sexual orientation hate crimes have seen the largest increase. This has seen notable step-changes (i.e. increases in recording) in April 2017 and then again in April 2018. 24% of recorded crimes are stalking and harassment and 34% are public fear alarm or distress. Sexual orientation hate crimes are divided across the 3 BCUs as 40% in West, 32% in East and 28% in South.

Previously it was reported in the scrutiny report that the causes for the increases continue to be the work of the Constabulary to increase reporting combined with the effects of the HMICFRS CDI inspection where incidents are now being more frequently recorded as crimes.

In response to the recent HMICFRS thematic inspection of Hate Crime in a number of other forces, the Constabulary has produced a Hate Crime action plan that will be managed through the HMICFRS Board.

c. Rape and sexual offences

'All sexual offences' are showing an increase. The rate in Lancashire (34%) is greater than the England & Wales (10%) and MSG (15%) rate.

Table 5. All sexual Offences (data source: ForceSight v5)

AREA	%	Recorded 12M to Nov 17	Versus 12M to Nov 18
England & Wales	10%	142,951	157,311
Most Similar Group	15%	34,502	39,561
North West Region	18%	19,385	22,769
Lancashire	34%	3,832	5,150

'Rape' (33%, from 1,217 to 1,619) and 'other sexual offences' (35%, from 2,615 to 3,531) have also increased, both of which have been significant increases in Lancashire. Rape analysis shows that many are historic reports not within the same period and actual crimes committed in the first quarter of 2018/19 had reduced.

d. Modern Slavery Offences

A downward trend is noted in terms of the number of intelligence reports / incidents received regarding concerns of activity consistent with modern slavery during the last six months. Sexual exploitation continues to be the most frequently reported type of modern slavery concern. During the six-month period June '18 – December '18 there has been increased reporting relating to the criminal exploitation of vulnerable people within both county lines and cannabis farm scenarios.

However, all BCUs note there have been falling numbers of 'reported concerns' most notably in East. When viewed across a 12-month period the trend line is static. There were higher rates of reporting in September & October in both East and South This coincided with a number of initiatives to raise awareness amongst the general public. During September there were multi-agency visits to addresses across Lancashire focusing upon sexual exploitation advertised via online platforms, as a result intelligence suggests that the number of adverts on Viva Street advertising sexual services in Lancashire has declined. Research needs to assess if this represents temporary measure undertaken by OCG's in the aftermath of

intensification work or whether there has been a shift to either a) another online advertising platform or b) an alternate way to advertise sexual services without using a 3rd party advertising.

Further work has been undertaken to gain greater understanding of the gaps that exist in Lancashire by categorising modern slavery reports into 16 typologies across the four main areas of; labour, criminal, sexual exploitation and domestic servitude. Analysis highlighted gaps across all typologies of slavery with the exception of adult sexual exploitation and criminal exploitation (forced labour in illegal activities e.g. Vietnamese cannabis farms), both types of slavery are widely reported upon and routinely recognised by frontline officers. The gaps identified from this analysis are addressed in the *Modern Slavery: Intelligence Gaps – Delivery Action Plan*. The aim of the action plan is to improve awareness around other types of exploitation that are encountered by frontline staff and increase referrals from partners. The plan will explore opportunities to share data and increase partnership working to identify potential victims and reduce the opportunities for organised groups to recruit from vulnerable communities. It is anticipated that the number of reported modern slavery offences will increase over the next 12 months.

e. Missing from homes

Issues with demand around reported missing from home (MFH) incidents has been raised in previous reports. The management and response of MFH has now been added to the checkpoint meeting agenda to allow the force to monitor and manage the demand and related response. This will also allow for the identification of good practice that can be shared across the organisation and with partners.

There has been considerable evidence based policing research undertaken in risk identification and return from home interviews. A pilot project is being developed that will trial a multi-agency team to tackle MFHs in west BCU in the near future.

7. Developing Confident Communities

a. Satisfaction

Public satisfaction in relation to burglary offences (down 4%) and hate crime offences (down 3%) have decreased. Whereas, satisfaction in the overall policing service for ASB (up 2%) and violent crime (up 6%) has increased. Training is planned to improve data extraction and understanding of survey data. This will include streamlining the survey questions and survey process to improve analysis of survey data.

b. Confidence: Crime Survey of England and Wales (CSEW)

In the 12-month period to September (please note that CSEW data is released 3 months later than other information) overall public confidence in Lancashire Constabulary decreased from 80% to 74%. The CSEW also reports that the risk of personal crime is one of the lowest in England and Wales at 1.7%, significantly below the 4%, which is the England and Wales

rate. The risk of household crime in Lancashire is also lower (8.4%) than the England and Wales rate (10.7%). However, the percentage of people who report that the police are doing a good job in the local area is slightly lower in Lancashire (56.2%) than across England and Wales (59.3%).

8. Force Management Statement Update

Work has commenced on drafting the next Force Management Statement (FMS). A work plan is in place that includes a RAG risk assessment process to assess which areas of business require significant attention. Supporting evidence will be provided by each head of service.

It will be essential that findings from the FMS are integrated into the Policing and Crime plan in order to provide a consistent approach to policing the county, reducing harm and tackling serious and organised crime.

9. Implications

Financial:	Nil
Legal:	Nil
Equality Impact Assessment:	Nil
Risks and Impact:	Nil
Link to Police and Crime Plan:	Provides a performance update in relation to the measures reported to the Police and Crime Panel.

10. Appendix: Performance data

PROTECTING LOCAL POLICING			
Measure	Previous 12 Month Period (Jan 17-Dec 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Dec 18)
Proportion of Force Budget Spent on Front Line Policing: visible	£103.0m (41%)	Increase £0.7m (0%)	£103.7m (41%)
Proportion of Force Budget Spent on Front Line Policing: non visible	£80.9m (32%)	Decrease £2.2m (1%)	£78.7m (31%)
Measure	Previous 12 Month Period (Jan 17-Dec 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Dec 18)
Grade 1 - Emergency Response Average Time to Arrive	9.4 minutes	up (0.5 minutes)	9.9 minutes
Grade 2 - Priority Response Average Time to Arrive	28.9 minutes	up (3.4 minutes)	32.3 minutes
Grade 3 - Routine Response Average Time to Arrive	5 hours 21 minutes	up (5 hours 17 minutes)	10 hours 38 minutes
999 Calls - Service Level	68.0%	up 7%	75.0%
999 Calls - Average Time To Answer	11 Seconds	down 2.5%	8.5 secs
101 Calls - Service Level	41.0%	down 1%	40.0%
101 Calls - Average Time To Answer	1.6 mins	down 30 secs	1.1 min
TACKLING CRIME & RE-OFFENDING			
Measure	Previous 12 Month Period (Jan 17-Dec 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Dec 18)
All Crime	120,072	up 35% (42054)	162,126
Serious Assaults	1,030	up 50% (520)	1,550
All Burglary	13,355	up 1% (112)	13,467
Robbery (Personal)	821	up 17% (138)	959
Public Order	4,715	up 210% (9879)	14,594
Business Crime	15,284	up 10% (1543)	16,827
Road Safety - KSI	620	down 7% (46)	574
Number of Anti-Social Behaviour Incidents	74,463	down 31% (22826)	51,637

SUPPORTING VULNERABLE PEOPLE & VICTIMS			
Measure	Previous 12 Month Period (Jan 17-Dec 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Dec 18)
Rape	1,210	up 31% (372)	1,582
Sexual Offences (excl Rape)	2,642	up 35% (908)	3,550
CSE Crime	929	down 4% (37)	892
Modern Slavery Crimes (Only introduced 1st April 2015)	86	up 1% (1)	87
Domestic Abuse Crime	12,804	Up 69% (8,835)	21,639
Hate Crime	1,869	up 55% (1031)	2,900
Missing Person Incidents	9,318	up 12% (1112)	10,430
DEVELOPING CONFIDENT COMMUNITIES			
Measure	Previous 12 Month Period (Jan 17-Dec 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Dec 18)
User Satisfaction - Burglary	74%	down (-4%)	70%
User Satisfaction - Violent	69%	up (+6%)	75%
User Satisfaction - Hate	75%	down (-3%)	72%
User Satisfaction - Anti-Social Behaviour	63%	up (+2%)	65%
Confidence - CSEW (Overall Confidence)	Previous 12 Month Period (Jan 17-Sept 17)	In Year Performance Versus Previous 12 Month Period	In Year Performance (Jan 18 -Sept 18)
<i>CSEW data is 3 months behind</i>	80%	down (6%)	74%