

# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Lancashire Constabulary



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# What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

## Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Lancashire Constabulary against.








<b>IPA area</b>	<b>Inspected in 2018/19?</b>
Preventing crime and anti-social behaviour	Yes
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	No
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	Yes

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

# Force in context

<b>999 calls per 1,000 population</b> 12 months ending 31 March 2019	Lancashire rate	174	England and Wales rate	175
	Lancashire rate	113	Most Similar Forces rate	108
<b>Recorded crime per 1,000 population</b> 12 months ending 31 March 2019				
<b>Lancashire workforce</b>				
	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change	
Police Officer	2895	3074	-6%	
Police Community Support Officer	286	301	-5%	
Police Staff	1822	1649	10%	
<b>Spend per head of population</b> 2019/20 projection	Lancashire spend	£189	England and Wales spend	£203

# Overall summary

	<b>Effectiveness</b>		<b>Last inspected</b>
	Preventing crime and tackling anti-social behaviour	 Good	2018/19
	Investigating crime	 Requires improvement	2018/19
	Protecting vulnerable people	 Good	2018/19
	Tackling serious and organised crime	 Good	2016/17
	Armed response capability	Ungraded	2018/19
	<b>Efficiency</b>		<b>Last inspected</b>
	Meeting current demands and using resources	 Good	2017/18
	Planning for the future	 Outstanding	2018/19

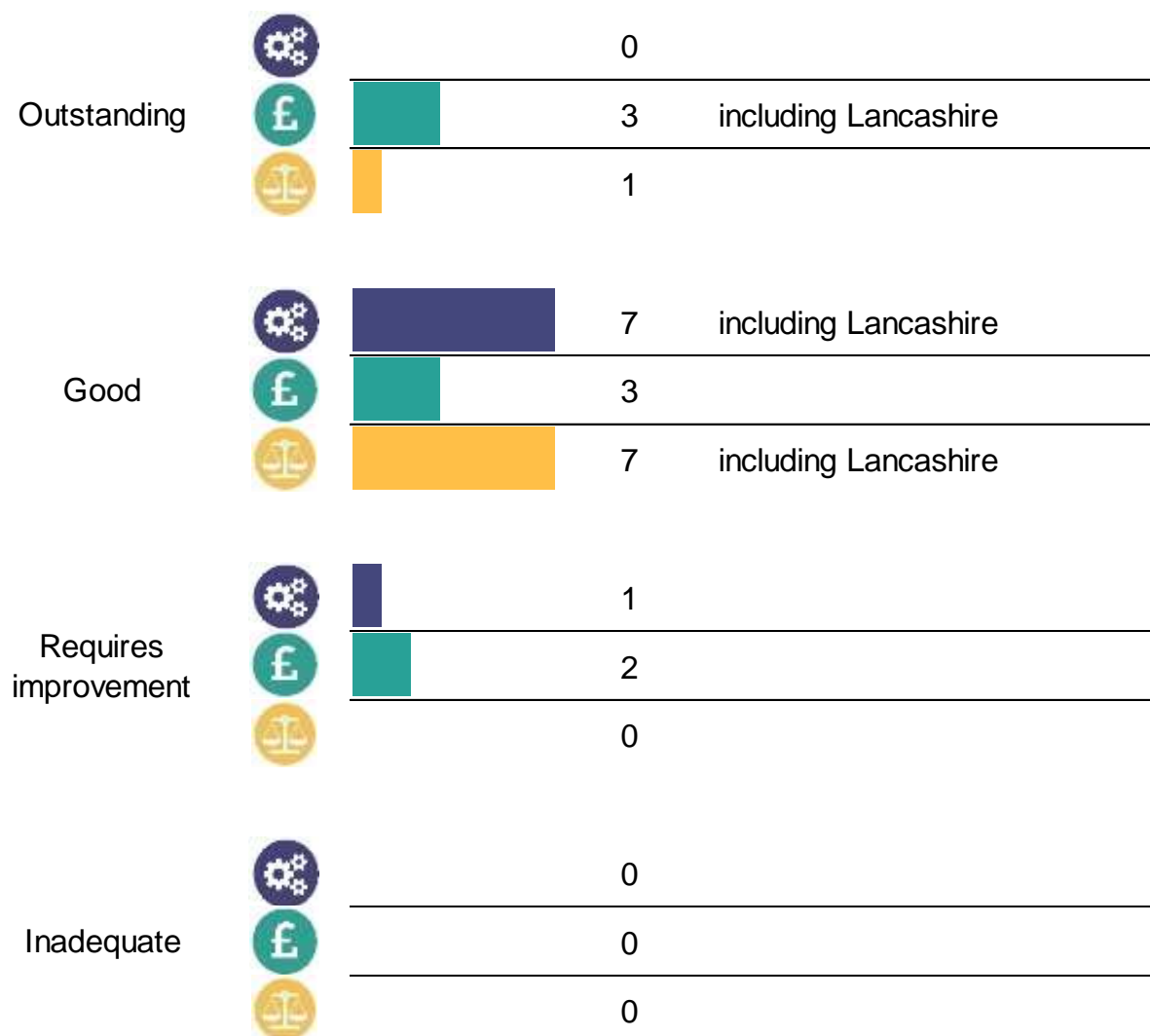
	<b>Legitimacy</b>	 <b>Good</b>	<b>Last inspected</b>
Fair treatment of the public	 Good	2017/18	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Good	2018/19	

## How does the force compare with similar forces?

We compare Lancashire Constabulary's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. [For more information about MSGs, see our website.](#)

Lancashire Constabulary's MSG forces are South Wales Police, South Yorkshire Police, Northumbria Police, Nottinghamshire Police, Humberside Police, Kent Police and West Yorkshire Police.

**Figure 1: Pillar judgments for Lancashire Constabulary, compared with forces in its MSG**





## HM Inspector's observations

I congratulate Lancashire Constabulary on its excellent performance in keeping people safe and reducing crime.

The constabulary prevents crime and tackles [anti-social behaviour](#) well. Since the last inspection it has improved how it protects [vulnerable people](#); working closely with partners to ensure it [safeguards](#) victims. But it needs to improve the way it investigates crime through better training and more effective supervision.

The constabulary's accuracy in terms of recording crime is assessed as good, having made improvements in how it does this since the last inspection.

I am particularly pleased with the way in which Lancashire Constabulary plans for the future. The force's leaders are ambitious. The force has a detailed understanding of changing demand and links this to its future financial planning and workforce development.

Senior leaders ensure that the workforce understands the importance of treating the public and each other with fairness and respect. The force continues to uphold an ethical culture and promote the standards of professional behaviour it expects.

Overall, I commend Lancashire Constabulary for sustaining its positive performance over the past year. I am confident that it is well equipped for this to continue.



**Phil Gormley**

HM Inspector of Constabulary

# Effectiveness



# Force in context

	Lancashire proportion	England and Wales proportion
<b>Proportion of officers in a neighbourhood or response function in post on 31 March 2019</b>	46%	40%

## Victim-based crime per 1,000 population 12 months ending 31 March 2019

	Lancashire rate	Most Similar Forces rate
<b>Violence against the person</b>	44	38
<b>Sexual offences</b>	4	3
<b>Theft Offences / Robbery</b>	37	38
<b>Criminal damage and arson</b>	14	13

## Crime Outcomes

12 months ending 31 March 2019

	Lancashire proportion	England and Wales proportion
Proportion of crimes where action was taken	10%	12%
Proportion of crimes where suspect was identified	45%	46%
Proportion of crimes where victim did not support police action	28%	24%

## Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	Lancashire proportion	England and Wales proportion
Charge/summonsed	18%	16%
Evidential difficulties: suspect identified; victim does not support	45%	49%

# How effectively does the force reduce crime and keep people safe?



**Good**

## Summary

Lancashire Constabulary is good at reducing crime and keeping people safe.

It is good at preventing crime and [anti-social behaviour](#) and has a good understanding of what is important to its communities. The constabulary has moved some officers from neighbourhood policing teams to response teams to ensure that calls for service are attended promptly. Although this means there are now fewer people in neighbourhood policing, they spend less time responding to calls and so have more time to focus on solving community problems.

The constabulary shares information with partners such as the council and health services. It conducts analysis to understand problems and works with partners and communities to solve them. It is spending money raised from a council tax increase on more officers to tackle crime in communities. The constabulary needs to make sure that it keeps a record of how it resolves problems, so that it can learn and share what works well.

The constabulary requires improvement in investigating crime. It is working hard to make sure it has enough people to investigate serious crime now and in the future. It is using technology to help it decide which crimes can be solved. This will help it use investigators' time and skills more effectively. It has trained more people to cope with the rise in cyber and digital investigations.

The constabulary's new IT system will help the workforce to make the right decisions to protect people. However, not all officers and [staff](#) know how to use it properly and many crime reports are not completed correctly. Putting them right can cause delays in the investigation, which means that evidence could be lost. Also, victims of crime might not get the support they need in a timely manner.

Investigations are not being supervised well. Inexperienced officers are not always getting the help they need to conduct investigations. The constabulary knows this and has a plan to improve.

There are good processes for making sure that wanted people are arrested. But the constabulary must make sure that it has all the information it needs to understand the risks that foreign national offenders may present.

The constabulary is good at protecting [vulnerable people](#). Staff answering 999 and 101 calls are trained to identify vulnerable people and make the right decisions to help them.

Officers respond to calls in time to protect people. They make sure people are looked after and record what has happened. They share this information with other agencies that can provide support, such as social services or health, so that both immediate and ongoing needs can be met.

The constabulary is innovative in protecting high-risk victims of domestic abuse. It works promptly with partners to solve the cause of the abuse. It has made sure that it has enough people with the right skills to protect the public from dangerous and sex offenders. People who share indecent images of children are arrested quickly once identified.

The constabulary understands the threat from firearms and has sufficient resources to respond to that threat.

In 2017, we judged the constabulary as good at tackling [serious and organised crime](#).

## Preventing crime and tackling anti-social behaviour



### Good

Lancashire Constabulary is good at preventing crime and tackling anti-social behaviour.

The constabulary is part of a national programme to modernise neighbourhood policing. It has made changes to the way it is structured, so that it has an adequate number of people to provide the services that the public want. There are now more officers in response teams and fewer in neighbourhood policing teams. This means that neighbourhood teams now spend less time responding to calls and have more time to spend solving community problems. The constabulary is spending money raised from a council tax increase on more officers to tackle crime in communities.

Although the constabulary uses legal powers to tackle anti-social behaviour, it doesn't use them as often as other police forces. It needs to make sure it is using the law to best effect.

It shares information with partners such as the council and healthcare organisations so that it understands the problems it needs to solve. Officers and partner agencies work together in community safety teams, helping those people who need it the most. The constabulary needs to make sure that it records what it does to resolve problems, so that it can share the learning about what works well.

## Areas for improvement

- The constabulary should ensure there is a consistent approach to recording, reviewing and evaluating problem-solving activity.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

## Prioritising crime prevention

Lancashire Constabulary is good at prioritising prevention and problem solving to stop people becoming victims of crime and anti-social behaviour. Its overarching aim is for “fewer victims, fewer crimes, less vulnerable people and less demand on policing by addressing the causes of crime through integrated partnerships”. As part of the constabulary's commitment to achieving this, it is a pilot force for the national modernising neighbourhood policing programme.

The neighbourhood policing strategy is based on the principles of the modern crime prevention strategy published by the Home Office and the [National Police Chiefs' Council](#) (NPCC) policing vision 2025. The constabulary has worked hard to ensure that officers and staff understand the core focus of neighbourhood policing, which is:

- reducing victimisation, especially repeat victimisation;
- reducing offending, especially repeat offending and those who are at risk of becoming offenders; and
- the places where offenders and victims coincide, and harm is caused.

The constabulary's internal website (intranet), team briefings, individual emails and training workshops all communicate this message. We spoke to neighbourhood officers and staff across the constabulary and all showed a clear understanding of the strategy. They described it as being based on three areas of policing: problem solving, engagement and targeting (repeat offenders, locations and victims) within their communities.

A chief superintendent chairs the monthly joint strategic governance group meeting, which discusses strategy, interdepartmental issues and medium-long term planning. Monthly meetings of the tactical group focus on implementation of strategy, monitoring and sharing good practice. [Chief officers](#) hold regular meetings with district leaders covering a variety of topics including performance management and managing change. This ensures a co-ordinated approach to developing neighbourhood policing across the districts.

In 2018, the constabulary conducted a review of resources for its core services – answering calls from the public, responding to the public's needs and investigating crime. The review found that there weren't enough officers on response teams to attend incidents. Neighbourhood officers were often switched from problem solving and community work to attend incidents.

The constabulary increased the number of officers in response teams and cut the number of officers in neighbourhood policing teams (NPTs). The number of police community support officers is unchanged. Although there are fewer officers in

neighbourhood teams, they can focus on neighbourhood matters because they don't have to attend as many response incidents. We found that officers and staff in NPTs felt the changes had given them more time to do problem solving and prevention work in communities.

Following the 2019 council tax precept increase, 40 additional officers are being recruited to support NPTs to help the constabulary achieve the priorities of the [police and crime commissioner](#) (PCC). They will work alongside NPTs, proactively targeting offenders and locations where harm is being caused in local communities.

Lancashire Constabulary has officers working with local partners in community safety teams (CSTs) in the nine areas of the county where there is the greatest social need. These teams – part of the neighbourhood policing structure – bring together neighbourhood police officers, youth offending officers, anti-social behaviour administrators, council, social services, housing, health and other agencies with a focus on preventative support to vulnerable people and offenders. This approach can improve the quality of life of those they work with and reduce the long-term demand on all the agencies involved.

Workshops to train NPTs in engagement, prevention and problem solving identified a need for more detailed problem-solving training. National experts on problem-solving approaches are helping to devise a course to give people the skills they need. We found that NPT staff are trained and aware of hidden and emerging vulnerabilities and threats such as child sexual exploitation, the impact of domestic abuse on children, female genital mutilation and honour-based violence.

### **Protecting the public from crime**

The constabulary works with statutory partners such as council and health organisations to share information and create public intelligence assessments and local area profiles. These help to set strategy and to focus problem-solving activity.

NPT teams and supervisors are using data from various police systems collected by business intelligence software called PowerBI. This gives them up-to-date information and means they can be more dynamic in tackling problems in their communities.

The PowerBI dashboard had been launched a few weeks prior to our inspection. Unsurprisingly, there was mixed awareness and use of it among teams. However, we saw that where it is being used well it is informing daily activity, weekly team meetings and monthly tasking meetings. More traditional engagement, such as public meetings and business forums, is still taking place in some areas where it adds value. All NPTs use good social media engagement to identify issues and update the public on action taken. Threats and risks are referenced in patrol plans. NPTs have a good awareness of the priorities, threats and risks in their areas.

There is a local partnership approach through Operation Genga to understand more serious threats and harms in communities. Regular Genga meetings enable police and partners to share information, manage organised crime gangs and address longer term issues.



The constabulary has introduced a more structured tasking regime so that NPTs work on the issues that matter to the public. A monthly meeting in each district, chaired by the local NPT lead officer, considers community issues and sets a patrol plan. However, this is not yet embedded in driving activity. We found that most NPT staff self-brief and self-task. Some referenced PowerBI and patrol plans in informing their activity, but others had little or no awareness. The constabulary recognises from its own analysis that it must do more to ensure NPT staff are doing work that adds value.

The constabulary has worked hard in recent months to embed a problem-solving culture within the neighbourhood teams. Officers and staff understand the principles of problem solving and are familiar with the [SARA](#) (scan, analyse, respond, assess) problem-solving model. We found that the problem-oriented policing (POPs) IT system was being used effectively to document problems. However, not all the NPT workforce is clear on the purpose of POPs. Some of the issues being recorded are tasks rather than problems that require more detailed consideration and a structured approach to resolve, for example, the task of organising a local community event. The constabulary has given some training to staff around problem-solving and preventative approaches but recognises that more is needed.

Although the POPs database is being used well to record a problem, there is variation in how and where to record how the problem was resolved. Some of the workforce are using the Connect crime and intelligence system. Others are using another database. This can leave supervisors having to read across several systems when reviewing what has been done. Consequently, there is limited supervisory review and direction recorded against a problem. The constabulary is aware of these issues and is trialling in one district a revised version of POPs that allows activity to be recorded. It needs to ensure there is effective supervision of local problems and evaluation of activity once a problem is resolved so that it is confident there is timely, focused action and it is learning lessons and identifying good practice.

NPT teams are working with partners to solve problems. For example, one team was working with the local council to obtain a public space protection order for a local park to prevent drug users from congregating. Another was working with the fire and rescue service (FRS) and local landowners to prevent youths lighting fires on an abandoned golf course. NPTs work with schools to educate children on how to stay safe online and to highlight the dangers and consequences of issues such as online bullying and sexting. Officers and staff give crime prevention advice through leaflets, online material and use of their handheld devices to support victims of crime.

We found some use of the available powers to tackle anti-social behaviour and other community issues such as gang injunctions, but this varies across the districts. This is partly due to the different approaches taken by partners in problem solving and prevention. However, the constabulary uses the available powers less frequently than most other forces. It may wish to examine whether these are being used (and monitored) effectively.

The constabulary is taking a novel approach to deal with [cuckooing](#), where members of organised crime groups prey on vulnerable people and bully them into allowing their homes to be used for drug dealing and criminal activity. Police and local authorities gather intelligence and obtain orders against the occupant, not to punish them but to use it as a means of protection. The order means that the property and the occupant

receive regular visits by the authorities, which deters organised criminals. Guidance on how to deal with potential cuckooing is available on the constabulary intranet.

The constabulary is fully engaged with the national modernising neighbourhood policing programme. It has good relationships with academia, national leads and other forces to develop its approach to problem solving. It has exchange agreements in place to allow officers to experience and identify good practice in other forces. A good practice section on the intranet allows teams to identify and share good practice internally. However, there is limited evaluation of what works in solving local problems. The constabulary is aware of this and it forms part of the overarching plan to develop neighbourhood policing.

## Investigating crime



### Requires improvement

The constabulary requires improvement in investigating crime.

It is working hard to make sure it has enough people to investigate serious crime now and in the future. It is using technology to help it decide which crimes can be solved. This means that investigators' skills will be used more effectively.

It knows that cyber and digital investigations are increasing. It has trained more people to investigate these crimes. It has ensured it has the people and skills to examine digital evidence without delay.

The constabulary has a new IT system that will help the workforce to make the right decisions to protect people. However, not all officers and staff know how to use it properly, which means that many crime reports are not completed correctly. Correcting these reports can cause delays in the investigation. This means that evidence could be lost, and victims of crime might not get the support they need in a timely manner.

Investigations are not being supervised well. This means that inexperienced officers are not always getting the help they need. The constabulary knows this is an issue and has an improvement plan in place.

There are good processes for making sure that wanted people are arrested. Those that pose the greatest risk are prioritised. But the constabulary needs to make sure that it has all the information it needs to understand the risks that foreign national offenders may present.

### Areas for improvement

- The force should ensure that it puts in place regular and active supervision consistently and records it appropriately, to monitor the quality and progress of investigations.
- The constabulary should reduce the backlog of crimes awaiting quality assurance to reduce the risk of delays in investigations and referral of victims to support services.
- The constabulary should improve its processes for the management of foreign national offenders so that it is effectively managing the risk.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Investigation quality

Lancashire Constabulary requires improvement in investigating crime. The constabulary has completed detailed demand profiling and workforce planning, so it knows what resources and skills it has, and what it needs in the future. It has well-managed plans to ensure it has sufficient capacity to meet future investigative demand. In the short to medium term, the constabulary has used several ways of encouraging people to become investigators. It has recruited officers from other forces, changed some roles from police officer to police staff roles and recruited agency investigators. It has also set up a detective development pathway, providing people with an opportunity to spend three months in a variety of investigator roles before applying. In the longer term, work is under way with the University of Central Lancashire (UCLan) to develop a direct entry route as part of the Policing Education Qualifications Framework (PEQF). The constabulary reports that more people are now applying to be investigators.

Generally, crimes are allocated to appropriately skilled officers. However, we found several fraud investigations that had been on response officers' workloads for over 18 months with little progress and update. Some officers felt that they had neither the time nor the skills to investigate them properly. The constabulary should ensure that fraud offences are being investigated in a timely and proper manner. A dip sample of work among detectives in the investigation hubs found they had the necessary skills.

Calls from the public are assessed using either the National Decision Making model or the [THRIVE](#) process (assessing threat, harm, risk, investigative opportunity, level of vulnerability, and opportunity for engagement). Some crimes are investigated over the telephone by the initial investigations unit. This is appropriate and an efficient way of resolving crimes where it is apparent that there are no viable lines of enquiry. As part of our inspection, we reviewed a small number of telephone investigations. We found that in all cases a telephone investigation was appropriate and there was good victim care.

Our inspection found that officers are attending crime scenes in time to ensure that they maximise early evidence opportunities. Our crime file review of a small number of investigations found that in 47 out of 60 cases all lines of enquiry had been identified and progressed. A further dip sample indicated that officers are securing evidence at crime scenes. Some officers stated that there was a shortage of some skills on teams, such as specially trained officers to support victims of serious sexual offences. This sometimes caused delays in deploying the most appropriate resource to an incident. However, the constabulary has a good understanding of the skills it has on each team and is filling gaps by training additional officers and adjusting the balance on a team when making posting decisions.

The constabulary has prepared well to meet the increasing threat from the criminal use of technology. It has invested £3 million in ensuring it has the resources and skills to maximise evidential opportunities from the growing demand for digital forensic examination. Frontline officers use a 'digital house' in their training to recognise evidence opportunities at crime scenes. This is a mock-up of an average home complete with all the technology that a modern home contains. Officers conduct a crime scene investigation and are taught what opportunities each device presents, and how to preserve that evidence.

To support this training, there are 13 digital device examination kiosks and 350 staff have been trained to use them. Fifty digital media investigators within the districts give additional support. Consequently, devices can be examined quickly and effectively. The constabulary has a highly developed digital investigations unit housed within the same premises as the UCLan forensic academy. This includes a cyber-crime unit. Improved processes, resources, training and awareness have seen waiting times for digital forensic examinations reduce from over 12 months to 8–10 weeks, with minimal backlogs. The digital governance board, chaired by an ACC, monitors performance and ensures any necessary action is taken.

Workloads within response teams are generally manageable. However, several factors are affecting the effectiveness and timeliness of investigations, with a potential impact on the force's ability to bring offenders to justice and provide a high-quality service to victims.

We found that many officers and supervisors are struggling with the new Connect crime management IT system. Many said that their training was insufficient. Our inspection team found delays in filing completed investigations, meaning that workloads appear far larger than they are. Some officers lack the knowledge to use basic filters within Connect that allow them to see only those crimes that are live investigations. In 45 of the 60 cases we examined in our crime file review, there had been an effective investigation. However, we found that the quality of updates on crime reports was poor, as was the quality of some witness statements.

Frontline supervisors are not providing effective supervision of investigations. In our crime file review only 31 of 60 cases were judged to have had effective supervision. We examined numerous investigations and found little evidence of any supervisory footprint on crime reports and no evidence of investigation planning or guidance for officers. There was anecdotal evidence of some discussions taking place between officers and supervisors, but this was not supported by any written record. This means that inexperienced response officers are not getting the support and guidance they

need to investigate crime in a timely, proportionate way. This was reflected in the lack of progress on some of the fraud investigations we looked at. The constabulary needs to assure itself that the system and policies are helping investigators and supervisors to investigate crimes in an effective and efficient way.

With the introduction of Connect, the constabulary was clear that it needed to have robust quality assurance processes in place to guarantee data quality. This is a positive approach. As the system develops, reassurance around data quality means that the workforce can make quicker and better decisions around protecting the public. To provide this quality assurance, the constabulary set up the investigations management unit (IMU) to check that all crime reports are properly completed. However, since February 2019, there has been a steadily increasing backlog of crimes awaiting checking by the IMU. At the time of our inspection the delay in the IMU was up to four weeks. The constabulary is fully aware of this backlog and has an action plan to reduce it.

We were reassured that there are several safeguards in place to ensure there are no delays in identifying vulnerability. For example, there are hourly checks for missing from home reports, which are prioritised; [multi-agency safeguarding hubs](#) (MASHs) are picking up domestic abuse incidents swiftly and some MASHs are scanning logs daily to ensure that all vulnerability has been identified. In addition, officers can request from the IMU that a crime be checked and sent back to them as a priority.

The constabulary expects officers to continue with investigations while crimes are awaiting the IMU check. But if they do not fill in the crime report properly, they cannot see it on the Connect system. This means that some officers are keeping a written record of what they need to do or using another computer system. Others are waiting until the IMU check is done before continuing their investigation. This causes a delay in enquiries being carried out.

A dip sample of crimes and incidents in the IMU queue showed that there was very little progress or update recorded after the point of initial attendance. We found several examples of investigations where there had been no update since the crime had been first recorded.

After the IMU check, the data is uploaded to Lancashire Victim Services (LVS) within 24 hours. Due to the backlog, there can be up to a four-week delay in LVS receiving the data it needs. Although we found that frontline officers were effective in their [safeguarding](#) actions when attending incidents, the constabulary cannot be confident that victims are being offered the timely follow-up support they need. The constabulary should ensure that it reduces the backlog within the IMU and introduces interim processes so that there are no delays in victims receiving the support they need.

There is no effective management of compliance with the victims' [code of practice](#). Investigators set the contact requirements with victims on Connect. A task is generated when contact is due. We found some evidence of officers complying with this requirement, but in line with the general quality of information recorded, updates were minimal. Our crime file review found that often victims were being updated on the progress of investigations, but these updates were not always recorded on the system.



We are reassured that the constabulary is aware of these issues and is taking action. There is ownership of the problem at chief officer level and an action plan is managed through the improving the quality of investigations board (IQI), which is chaired by the head of crime. It is developing a range of business intelligence products for leaders and supervisors using the PowerBI system. The investigations dashboard was being introduced at the time of our inspection. This should make it easier for supervisors to understand their team's crime performance.

### **Catching criminals**

The constabulary has processes to circulate and manage wanted persons. Supervisory scrutiny ensures that it is appropriate to circulate a person on the [Police National Computer](#) (PNC). The Connect IT system notifies the investigator when a person is arrested who is suspected of other offences but not yet circulated on the PNC. This provides opportunities to trace and interview offenders that might not come to attention if not formally circulated on the PNC.

A sergeant in each district has responsibility for assessing daily threat, harm and risk across the district and prioritising the five highest-risk offenders wanted for arrest. They are circulated on the PNC; their details are placed on the electronic briefing systems and the enquiries are tasked out to response officers. Response inspectors are held accountable for the location and arrest of these offenders and updates are required at the daily risk and threat management meetings.

There is insufficient scrutiny and governance surrounding foreign national offenders. There are some links between the constabulary and immigration enforcement through the dedicated international desk intelligence staff. However, there is limited partnership working to identify and manage foreign national offenders. Police and immigration enforcement staff are not co-located and so do not have the daily interaction and sharing of information that exists in a multi-agency team. The constabulary needs to ensure that it has a robust approach to managing the risk from foreign national offenders.

Frontline officers and those working in the investigation hubs have a good general awareness of [released under investigation](#), and pre and post-charge [bail](#) powers. This is managed through PowerBI, criminal justice performance data and district checkpoint meetings, which are held monthly with chief officers.

There is clear governance around outcomes and data scrutiny via the IQI board and the ACC-chaired operations board. The force has conducted internal audit work to understand how it can improve case file quality. Criminal justice support staff are working with officers to improve their skills and knowledge of file building. There are regular structured meetings between criminal justice partners to discuss outcomes.

The force has provided training, support and information to officers to improve their knowledge of [disclosure](#). In addition, disclosure training has formed part of the response officers' training days.

## Protecting vulnerable people



### Good

The constabulary is good at protecting vulnerable people.

Staff answering 999 and 101 calls are trained to identify vulnerable people and make the right decisions to help them.

Officers respond to calls in time to protect people. They are trained to make sure people are looked after and they record what has happened. This information can then be shared with other agencies that provide help and support, such as social services or health authorities. However, more staff are needed to make sure there are no delays in assessing and sharing the information that officers submit.

The constabulary is innovative in protecting high-risk victims of domestic abuse. It works with partners in a joint team to address the causes of abuse. This means that support can be provided immediately, so risks are reduced as soon as possible.

It is working with health partners to provide better support for people with mental health problems. In one district, police and health professionals attend calls together, providing specialist care, preventing arrests and unnecessary hospital admissions. This is improving the patient experience and reducing demand on all the services.

The constabulary has trained more officers and staff to manage offenders who pose the most risk to the public. It has increased its investment in dealing with online child abuse so that people who share indecent images of children are quickly identified and arrested.

### Areas for improvement

- The force should ensure there is sufficient capacity and capability within the referral unit to appropriately safeguard vulnerable people.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Understanding and identifying vulnerability

Lancashire Constabulary is good at protecting vulnerable people and has made significant improvements since our last inspection. There is a clear strategy for, and definition of, vulnerability, which has been effectively communicated to the workforce. Officers and staff we spoke to had a clear understanding of vulnerability, including hidden harms. They were able to provide examples of using this understanding in practice, for example, building confidence with a regular missing child to enable them to disclose that their absence was due to abuse within the family. We found that involvement by frontline supervisors in supporting their staff to deal with incidents involving vulnerable people has improved since our 2017 inspection.

The constabulary analyses data from partners such as health and local authorities, so it has a good understanding of the nature and scale of vulnerability across the county. This helps it to decide what action is needed. The commitment of police and partners to work together to share information and protect vulnerable people is best demonstrated in the merging of three local safeguarding boards to create a pan-Lancashire children's safeguarding board. This will improve partnership working and information sharing and ensure a corporate response from all partners when dealing with issues affecting children.

A monthly protecting vulnerable people (PVP) board examines performance and monitors progress against the constabulary's vulnerability action plan. PVP meetings are also held at a district level, so that local leadership teams understand and are accountable for the policing response to vulnerable people. Each district holds a daily risk and threat meeting. Led by a member of the local senior leadership team, the meeting enables examination of the demands on the district over the previous days and plans for the coming day. Protecting vulnerable people is a core element of this meeting.

Officers and staff in the force control room have received training and are able to recognise vulnerability. Our crime file review examined 44 logs relating to issues of vulnerability including domestic abuse and mental health. In 42 cases the call taker had assessed the information correctly, identified the vulnerability, recorded sufficient detail and determined an appropriate response. Our fieldwork supported these findings. We found that incidents that had missed the graded response target and calls that had been assessed as not requiring immediate or priority attendance were properly reviewed and followed up. No incidents that had been graded inappropriately or changes in risk or circumstance had been overlooked.

### **Responding to incidents**

The constabulary has increased the number of officers on its initial response teams, who attend calls from the public. Our crime file review and fieldwork found that officers are attending incidents in time to protect vulnerable people. Data is produced daily to manage response time performance. It forms part of the daily risk and threat meeting. District senior leaders are held to account for their performance in responding to calls at monthly checkpoint meetings with chief officers. Where there is a delay in responding to a call, control room supervisors conduct regular reviews to monitor any change in the level of risk.

Across all districts we found that officers are very aware of their responsibilities to identify vulnerable people and situations. They provided examples of how they assess and identify risk and vulnerability on attendance. They have been trained to look for less obvious signs of vulnerability and the impact of incidents on everyone in a household. They record the details on referral forms to the MASH. Frontline officers use their handheld devices at a scene to record and submit referral information regarding vulnerable people and victims of domestic abuse. This included using [body-worn video](#) to record the conditions that children were living in and attaching photographs to PVP forms. This helps partners within the MASH to make more informed decisions around support and intervention.



Submitting timely information reduces any delays in getting people the support they need. For example, at many domestic abuse incidents there is either a child present or a potential impact on a child. [Operation Encompass](#) allows officers to make a direct referral to the child's school on their handheld device so that safeguarding measures can be in place by the time the child attends school the following day. The constabulary has processes to ensure safeguarding referrals are completed properly in all domestic abuse cases.

In our 2017 effectiveness inspection, we concluded that the constabulary needed to improve the quality of information that attending officers identified and recorded. We are pleased to note that the quality of these initial risk assessments has improved. Staff and supervisors within the MASH quality assure referrals and provide feedback to officers and their managers on an individual basis. MASH staff stated that they had seen an improvement in the quality of PVP forms being submitted in the past 12 months.

Lancashire Constabulary has a policy of positive action concerning domestic abuse incidents. Frontline officers understand their responsibilities, and arrests are made where they are necessary and proportionate. The use of arrest and [voluntary attendance](#) is monitored through the district and force performance management framework. We found that officers had confidence in using body-worn video, although it is not yet personal issue. Officers are recording all evidence at scenes, in case the victim does not support further action but it is necessary to safeguard them. We found examples where the offender had been prosecuted successfully solely on the evidence of the officer and the quality of the body-worn video evidence.

People with mental ill health is an increasingly complex and demanding area for policing. It is best responded to in a co-ordinated way with the other agencies. NHS mental health services in Lancashire are facing significant financial challenges that impede partnership working. Despite this, senior leaders are making sustained efforts to improve the effectiveness of the constabulary's partnerships. There are joint protocols in place with health service providers and the North West Ambulance Service (NWAS) for the detention and transport of patients.

The constabulary accesses a 24-hour mental health helpline provided by Lancashire Care Foundation Trust, which is available to officers for information and referral advice. This is staffed by mental health professionals who provide advice and guidance to officers. We found that there had been an improvement in this service since our last inspection, but both police and partners feel that there is still more work to do to maximise its potential.

The constabulary has taken steps to improve the knowledge of frontline officers and staff. Each response team has officers who have had extra training and can advise and help colleagues in dealing with mental health incidents.

The constabulary is working well with partners from Lancashire Care Foundation Trust and NWAS in a pilot scheme in West division. The Psynergy Team is made up of a senior mental health nurse, a police officer and a paramedic. From 4pm until midnight each day, they offer a multi-agency frontline response service to calls involving mental health concerns received by either the police or NWAS. The team provides specialist

care, improving patient experience and preventing unnecessary hospital admissions. The team triages the incidents on scene, identifying the most appropriate pathway to support the patient. This should lead to people receiving appropriate care more quickly, and better service user outcomes.

This pilot scheme has been evaluated by the agencies involved and found to be meeting its objectives in giving the most appropriate care for vulnerable people and reducing demand on individual services. It has reduced the need for the police to make an arrest under [section 136 of the Mental Health Act 1983](#) and transfer the patient to custody or the hospital A&E department. Work is continuing to further develop the scheme.

### **Supporting vulnerable victims**

CSTs in each district are closely aligned to neighbourhood policing teams. CSTs work with statutory partners such as social services, health and housing to support people in need. Each morning, they review crime and call information to identify incidents in the last 24 hours where there are people who need their support.

There are clear guidelines for the continuing safeguarding of domestic abuse victims. High-risk victims are managed by staff within district safeguarding hubs working with independent domestic violence advisers. Initial response officers have responsibility for safeguarding medium and low-risk victims. The constabulary has given training to response officers to improve their safeguarding awareness.

The constabulary is proactive in the use of legal powers available to support victims. It makes good use of the [domestic violence disclosure scheme](#), also known as Clare's Law, and has also used [domestic violence protection orders](#). All officers and staff we spoke to could explain the legislation and had confidence in applying for orders and giving advice to the public. Breaches of the orders are monitored through the daily risk and threat meetings and officers are tasked with arrest enquiries. Recent changes in legislation resulted in a decrease in the use of bail as a means of protecting vulnerable people. The constabulary has taken steps to improve understanding for officers and custody staff of the powers available. The constabulary reports that the use of bail conditions to safeguard victims of domestic abuse has increased as a result in recent months. The force has an overarching vulnerability action plan that incorporates its response to domestic abuse, which is appropriately managed and monitored.

The constabulary is committed to MASHs across the county and plays a core role in their effectiveness. Staff work well with embedded partners such as children's services, housing and health to share information and manage risk. They are appropriately trained for their role, with some of the training being provided by the partners. There are opportunities to improve access to partners' information. The constabulary and Lancashire County Council are developing a link between the police and council IT systems.

The introduction of Connect has made it difficult to assess accurately the demand on each MASH. The constabulary is aware of this and is developing PowerBI dashboards, which should resolve the issue. We found that workloads and demand in two of the three MASHs were manageable. Historically, the Lancashire County

Council MASH deals with about 70 percent of the total volume of referrals in the constabulary and is currently below its resourcing levels. Despite this, there were effective measures to identify and prioritise high-risk cases, although we found that there was a slight delay in medium and standard-risk cases. Action has been taken to increase the number of staff, but the constabulary needs to ensure that it has sufficient resources to cope with demand in the medium to long term.

The constabulary has experienced increasing pressure on its [multi-agency risk assessment conference](#) (MARAC) process, dealing with the highest-risk domestic abuse cases. The constabulary [force management statement](#) (FMS) reports a 34 percent increase in referrals between December 2016 and December 2018.

After a review, police and partners are piloting a new approach in South district. This takes a whole-family approach to understanding the causes of domestic abuse. Improved sharing of information helps to find better solutions for the family that will reduce the risk.

For example, in one case, a male had been arrested after attempting to strangle his partner. The MARAC team were able to speak to the victim and the offender while he was in custody. They found that the underlying cause of the violence was delays in accessing mental health support. The health representative on the MARAC team was able to fast-track therapy and support for both, which were in place alongside safeguarding measures before he left custody.

The constabulary uses feedback from victims to improve the service. For example, a survey of domestic abuse victims revealed that the most important thing for victims was how they were treated by the initial attending officers. In response, the constabulary has revised its training to frontline officers on dealing with domestic abuse.

The constabulary has reviewed how it manages offenders who pose a risk to children and vulnerable people. It has made changes so that it can meet predicted increases in demand. It has brought different offender management teams together to form district-based [management of sexual offenders and violent offenders](#) (MOSOVO) teams. The teams have not been established for long, and some staff still require training to manage sex offenders. The constabulary predicts that once all staff are trained, the caseload for each offender manager will reduce to around 35–40 offenders. Currently, there is some variation in caseloads across the districts, but we found that all were at a realistic and manageable level.

As of June 2019, the constabulary provided data to show that it has completed 82 percent of its risk assessments using the [Active Risk Management System](#) (ARMS) in the last 12 months. All offenders have received some form of risk assessment and so ARMS assessments are prioritised according to the level of risk the offender poses. The constabulary is aware that it needs to reduce the number of outstanding assessments, and the level is starting to reduce as staff in the new MOSOVO unit are being trained.

Neighbourhood policing teams are briefed on dangerous and sex offenders living in their areas. They are tasked by the MOSOVO teams to gather intelligence on those

who pose the greatest risk. This means that any changes in circumstances between MOSOVO team visits are identified quickly.

We found that the constabulary has a well-resourced online child abuse investigation team that deals with all serious referrals of online abuse. The team has the skills it needs to be effective in identifying those who are sharing indecent images of children online. There are sufficient resources to develop intelligence and take prompt action to arrest offenders. It has good links with the [regional organised crime unit](#) if it requires additional resources or skills. We found turnaround times for indecent image referrals to be good, with an average time of two days for the execution of a warrant/arrest/interview of the suspect once a referral is received. It has developed good working relationships with schools in an innovative approach to identifying potential victims.

## Tackling serious and organised crime



### Good

This question wasn't subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

## Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

### Understanding the threat and responding to it

Lancashire Constabulary has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

There are two areas where the APSTRA could be improved:

- it would benefit from stronger analysis and intelligence of armed criminals who present risks in Lancashire; and

- it did not include details of how rapidly [armed response vehicles](#) (ARVs) respond to incidents. This is important to determine whether the force has sufficient armed officers to meet operational demands.

Last year, we identified some areas where the constabulary's APSTRA could be improved. For example, the constabulary had not published its own APSTRA and was reliant on an assessment of threats and risks affecting several forces in the region. This has now been rectified.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. Most armed incidents in Lancashire are attended by officers trained to an ARV standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

We found that Lancashire Constabulary has good arrangements in place to mobilise officers with specialist capabilities should their skills be required. The constabulary has sufficient specialist capabilities in line with the threats and risks identified in its APSTRA. If, for any reason, specialist capabilities are not immediately available in Lancashire agreements are in place to seek the assistance of officers with specialist capabilities in other forces in the North West region. The constabulary is also working to develop additional arrangements in conjunction with West Yorkshire Police.

### **Working with others**

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. Consequently, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

Until recently, Lancashire Constabulary had joint arrangements in place with other forces in the North West region to share training and training facilities, which helped to standardise procedures as well as reduce costs. Lancashire Constabulary now provides standalone arrangements and has invested in a significant increase in the number of officers trained as ARV officers. We are, however, satisfied that the constabulary continues to work closely with other forces in the region to minimise the risk of developing isolated practices and procedures that are not recognised by other forces in the region.

We also examined how well-prepared forces are to respond to threats and risks. Armed officers in Lancashire Constabulary are trained in tactics that take account of the types of recent terrorist attacks. Also, Lancashire Constabulary has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified and improvements are made for the future.

In addition to debriefing training exercises, we also found that Lancashire Constabulary reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

# Efficiency



# Force in context

	Lancashire spend	England and Wales spend
<b>Spend per head of population</b> 2019/20 projection	£189	£203

## Spend per head of population by category

2019/20 projection

	Lancashire spend	England and Wales spend
<b>Visible frontline</b>	£72	£68
<b>Non-visible frontline</b>	£61	£66
<b>Frontline Support</b>	£15	£17
<b>Business support</b>	£35	£45
<b>Other</b>	£7	£8



# How efficiently does the force operate and how sustainable are its services?



## Outstanding

### Summary

Lancashire Constabulary is outstanding in the way it operates and provides sustainable services.

The constabulary is outstanding in how it is planning for the future. It understands the changing nature of the types of incidents it is being asked to deal with. It uses technology to predict how many calls and crimes it will deal with in the next four years. This means it can plan to make sure it has the people and skills it needs for the future.

The constabulary uses public surveys and social media to find out what the public want. This helps it to prioritise the services it needs to provide.

It is innovative in how it understands what the public need, analysing thousands of calls so that it can improve its service. This helps it to invest money where it is needed.

The constabulary trains its workforce to have the skills it needs. It encourages people from all communities to join the constabulary. It checks regularly that it is a diverse employer. It encourages people to become investigators, so that it can investigate crime well.

It has detailed finance plans. It knows how much money it has and how much it needs. This helps it to plan where money must be spent and where it can be saved.

The constabulary works well with other agencies and organisations, but only if it benefits the service to the public. It has collaborated with academia to develop a forensic science academy, putting it at the forefront of forensic research. This will help it prepare for the future.

In 2017, we graded the constabulary as good at meeting current demand and using resources.



## Meeting current demands and using resources



### Good

This question wasn't subject to detailed inspection in 2018/19, and our judgment from the 2017 efficiency inspection has been carried over.

## Planning for the future



### Outstanding

The constabulary is outstanding at planning for the future.

It understands the changing nature of the types of incidents it is being asked to deal with. It uses technology to predict how many calls and crimes it will deal with in the next four years. This means it can plan to make sure it has the people and skills it needs.

It is innovative in how it understands what the public need from the police. It analyses thousands of calls so that it can improve its service. It uses public surveys and social media, so it knows what the public want. This helps it invest money in the services that are needed.

The constabulary trains its workforce to have the skills it needs. It encourages people from all communities to join the constabulary. It checks regularly that it is a diverse employer. It is recruiting more people to be investigators, so that it can investigate crime well.

It has detailed finance plans, including planning for several possibilities. The plans are subject to external scrutiny. The constabulary knows how much money it has and how much it needs. This helps it to plan where money must be spent, and where it can be saved.

The constabulary works well with other agencies and organisations, but only where this benefits the service to the public. It has collaborated with academia to develop a forensic science academy. This means that it is at the forefront of forensic research. This will help it prepare for the future.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

## Assessing future demand for services

Lancashire Constabulary is outstanding at assessing future demand for services. A thorough and detailed [FMS](#) enables it to identify and assess emerging and likely future demand. This informs strategic planning and resource allocation decisions. The FMS assesses changing demand in broad terms. It makes use of partnership data and includes social and demographic changes that may affect how the constabulary will provide policing services. For example, analysis of Lancashire County Council data identified the need to increase the designing out crime officer (DOCO) capacity in response to the anticipated growth in housing. The constabulary was intending to recruit an additional DOCO in summer 2019.

The constabulary uses a range of effective procedures to analyse current and future demand. Crime levels, as well as 999 and 101 call demand, have been forecast to 2023 by applying two analytical models to current crime data. During 2020/21, the force will assess the accuracy of these methods. However, predictions for 2018/19 were for 168,705 recorded crimes; the actual figure was 167,436 recorded crimes. This was within confidence intervals and gives the force confidence for future predictions.

Like many other forces, Lancashire has seen significant increases in recorded crime recently. The constabulary's analysis shows that the increase is mainly due to better crime recording integrity and compliance with the national crime recording standards, rather than to more people in Lancashire being victims of crime.

A detailed review looked at all aspects of the work of the force control room (FCR). It has assessed demand as a combination of the volume of calls and the time taken to deal with them. The constabulary forecasts that the volume of 999 calls will increase during 2019 but will then reduce by 3 percent a year. For 101 calls, volumes will reduce each year until 2022.

The time taken to deal with calls is forecast to increase. FCR staff are encouraged to resolve calls at the first point of contact. The constabulary understands the total call demand on the FCR to include calls that are not recorded as new incidents, such as requests for updates on a crime investigation. When this total call demand is analysed, the constabulary has found that 80 percent of all calls are resolved within the FCR. The constabulary has calculated that working hours within the FCR have increased. It predicts that this increased demand will plateau in the future. In reaching this conclusion, the constabulary has considered the impact of new technology. It anticipates that the Connect IT system will support and encourage the public to report crime online and make use of digital contact options. This will reduce demand on the FCR.

The constabulary is working hard to analyse those demands that are harder to quantify. The corporate development futures team carried out work during 2018/19 to understand current investigative demand and predict demand in the medium term. It found that there had been an increase in the complexity of investigations. This work is assisting the force in determining what investigative skills it needs and the balance of resources across the districts.

The constabulary will soon introduce an evidence-based investigation tool. This uses an algorithm to help officers and [staff](#) in the triage of crime investigations which have higher reporting levels, such as criminal damage. It provides a statistical approach to solving crime. The software analyses crimes and predicts which offences can be solved. This helps the constabulary to decide which crimes should be investigated further. The force is also working with academia to develop a multi-variant approach to predicting future demand, based on demographic and social factors.

The constabulary has predicted that cyber and digital investigations will increase significantly over the next four years. To meet forecast demand in digital forensics the force has invested £1.2m in the digital media investigations unit for staff, software and technology. The force plans to train a further 50 digital media investigators in the next 12 months. In 2018/19, an additional £1.5m was invested in a new forensics lab and network solution. This investment has helped to reduce waiting times for digital forensic examination from 12–18 months (two years ago) to around a month. A cyber-crime unit was established in 2018. The constabulary is in a good position to meet predicted future demand in digital and cyber.

All change programmes are subject to scrutiny and challenge. [Chief officers](#) chair the transformation board, operational board, workforce capabilities board and asset and infrastructure board. These four boards provide strategic oversight of all the constabulary's progress in developing its people, processes, performance and change programmes. The strategic management board, chaired by the chief constable, brings all the leads together each month to provide reassurance that there is a co-ordinated approach. The constabulary is moving to a position where it goes well beyond volumes in its more detailed understanding of future demand.

### **Understanding public expectations**

The constabulary finds out what the public expect from the police using annual surveys, priority-setting arrangements and formal and informal engagement with neighbourhood policing teams. It also considers other surveys such as those from the Office for National Statistics. It works with community safety partnerships to share information and enhance its understanding of what the public need and want. The force has significant digital channel engagement. Its social media presence has an online community of 800,000. The force has 42 Twitter accounts and 39 Facebook accounts. The two main social media accounts received 88,000 messages in the previous 12 months. The constabulary website receives 110,000 unique visits a month. The [PCC](#) survey to gauge public opinion regarding council tax precept increases secured 4,600 responses, including 1,400 from telephone surveys. Public consultation shows that more people are using digital engagement, although telephone is still the preferred means of contact.

There is clear evidence that the constabulary pays attention to the public's views. The chief constable's published statement of purpose and ambition is based upon this understanding. The core services review (CSR) has worked to match resources to the public's priorities: answering calls, being able to respond to people in need and investigating crime.

The constabulary is supporting the introduction of a single online home website for the public to access police services. But the force wants to make sure that it does not create extra work for staff, such as entering the same information on two systems. Currently, the constabulary has a system that allows the public to report crime online and submit information. The public can create an account that allows two-way engagement, such as sending out crime prevention messages. There is no web chat or social media reporting at present. Although online contact currently represents a small proportion of demand, the constabulary predicts that the introduction of single online home and webchat services will see demand increase from 35,000 in 2018 to 42,000 in 2019 and then to 68,000 in 2022. The constabulary has plans to deal with this future digital demand; it plans to introduce a digital engagement team within the FCR in 2020.

It is exploring innovative ways to understand public needs. In the last 12 months, the constabulary has been working with a private ICT provider (HPE) developing voice-to-text methodology. In the first phase of the project, 48,000 calls made to the 101 system have been converted into digital text. The constabulary is now analysing this data. It believes this will provide additional information about demand, opportunities for improving how the force deals with vulnerability and an improved understanding of public expectations. This is an exciting development in assessing future demand and understanding public engagement.

### **Prioritising**

The core services review best demonstrates the constabulary's commitment to aligning its priorities to changes in demand and in public expectation. The review has ensured that the force has the right people in place to meet the public's most important needs and to meet the PCC's vision and objectives. The constabulary is investing to further improve services within the FCR, which are due for completion in 2019. The changes will prepare it to implement future ICT projects such as the emergency services network (ESN). A major integrated communication control system upgrade will provide greater telephony system stability. It will include interactive voice response to advise callers of waiting times and signpost them to other communication channels, such as the public engagement reporting portal.

An upgrade to the Smart Storm command and control system will provide a more structured means of managing vulnerability by incorporating the [THRIVE](#) risk assessment tool. Following a pilot evaluation, the constabulary has introduced locality based 'pods' within the FCR to provide closer alignment between the FCR, districts and neighbourhood policing teams. The constabulary has seen improvement in call handling times because of the changes made.

The core services review moved around 163 neighbourhood officers to response and investigation roles. There are now around 500 officers and staff working in NPTs. The intention was to stabilise staffing for response teams and to increase problem-solving capacity in NPTs by reducing the need to switch officers to response teams at short notice. Our inspection found that NPT staff were already feeling the benefit of these changes. The constabulary is now carrying out work to improve the effectiveness of those officers and staff dedicated to neighbourhood policing. The constabulary is providing early action and problem-solving training, introducing a new neighbourhood policing tasking model, and productivity and problem-solving

databases for NPTs. It is continuing to work to ensure that the capabilities in each neighbourhood policing area match the needs of communities.

To underline the commitment to aligning policing priorities to issues that matter to the public, the constabulary is reopening the custody area at Burnley, has brought custody gaoles services back in-house and is investing monies from the 2019 council tax precept increase in 40 additional officers who will proactively tackle local problems. Experienced, trained officers from within its current ranks will make up the proactive teams. The constabulary's recruitment and training plans ensure that 40 new recruits will quickly fill the gaps left by those officers, maintaining an appropriate balance of skills and experience within frontline teams.

### **Future workforce**

The constabulary has workforce plans three to five years ahead for several core areas, such as investigations, neighbourhood and response. It has overlaid this with its understanding of the current skills gaps and future skills needs in areas such as digital and leadership. The constabulary has introduced a four-year digital training plan to deliver a tiered approach to digital training skills. The constabulary has sought to overcome gaps in its capacity to deliver face-to-face training by introducing peer coaches who support frontline staff in relation to child protection, Connect, mobile data, digital investigations and mental health.

During 2019, the constabulary intends to undertake a full review of digital capabilities using the national digital assessment toolkit. Good progress has been made in understanding the operational skills, which is being used to inform resourcing decisions and ensure balance on teams. But there is more work to do to gain a comprehensive understanding of workforce skills.

Establishing and maintaining capacity and resilience in investigators is challenging but we are reassured by the plans and efforts that are being made. The constabulary has forecast increases in complex investigations and the need to increase investigative resources. It will meet the extra demand through a programme of recruitment and revising the police officer/police staff investigator mix. It is using external recruitment options and has created the detective development pathway to encourage internal applications. It is also working with UCLan to develop within PEQF ways to spot and develop new officers who show potential to be investigators.

The constabulary has an excellent understanding of inequalities in rank mix and diversity. It analyses workforce data. There is clear ownership at chief officer level and governance arrangements to monitor action plans. A workforce representation team has made good progress in working with under-represented groups and communities to recruit and retain applicants to join the constabulary. Action on addressing internal inequalities is governed via the valuing difference and inclusion board.

The force has worked hard to reduce inequalities in the workforce. It has used [direct entry](#), transferee recruitment, recruited from the private sector and academia into senior posts and taken positive action in under-represented communities. For example, the constabulary used its established relationship with the Polish community to encourage applications for roles within the estates department, as it knew this community possessed the skills they were seeking.



## Finance plans

Financial plans and workforce planning are clearly aligned. The director of resources is the lead for both finance and workforce planning. Workforce planning meets both budgetary requirements and commitments to meet future demand. Governance arrangements ensure there are clear links between financial plans, workforce planning and the police and crime plan. Examples of these plans syncing are seen in the control room restructure and the realignment of neighbourhood policing resources.

In December 2018, the Home Office published the provisional police funding settlement for 2019/20. Prior to the funding announcement, the constabulary had calculated that although its savings plans were reducing costs, it still had a budget gap for 2019/20, of which £7.1m was made up of additional pension contributions. Following the funding settlement, the constabulary calculated that the uplift in core grant would provide £3.7m and the pension contribution £3.1m, leaving £0.3m to be found for the additional pension contribution costs. The precept increase for 2019/20 for a band D property is £24, providing additional revenue of £10.5m. The constabulary is planning to use additional funding to invest £4.1m in priority areas including a neighbourhood policing task force.

The constabulary tests its financial assumptions through the [NPCC Finance Committee](#) and the PCC's Treasurer's Society. The Office of the Police and Crime Commissioner finance lead also sits on the Policing Portfolio Board and Police Transformation Funding Board. There is also informal discussion and testing with colleagues in other forces.

The constabulary assumes that the pension top-up grant of £3.1m will continue at the same level and that the core grant will remain the same as 2019/20 going forward. The budget position over the medium term assumes an increase of 1.5 percent in the council tax base rate, pay awards and inflation at 2 percent and no council tax increase over the period 2020/21. With no precept increase, the constabulary predicts a funding gap of £21.7m over the period 2020/21 to 2022/23. Internal scenario planning for a £12 increase for a band D property over the three-year period would generate £16.5m and reduce the funding gap to around £5m. The constabulary has identified savings of £3.5m for 2019/20 including a review of non-staff budgets, ending the North West motorway collaboration and savings from the forensic academy partnership. The constabulary plans to manage the £1.5m funding gap as part of its business planning cycle. This means it will identify further savings, revisit growth and, if necessary, use [reserves](#) to ensure it has a balanced budget.

The constabulary maintains a reserves strategy that covers the period through to 2023/24. The reserves strategy aims to maintain a general reserve of 3 to 5 percent of the annual revenue budget. At 31 March 2019, the general reserve stood at £10.2m, representing 3.6 percent of the 2019/20 revenue budget. The reserves strategy also maintains earmarked reserves. The earmarked reserves are forecast to reduce from £20.3m at 31 March 2019 to £2.2m by 31 March 2024.

The constabulary knows only too well the importance of maintaining sufficient reserves. It frequently draws from reserves to fund the significant costs arising from the policing of demonstrations linked to onshore gas exploration (fracking) near Blackpool. A special grant from the government does not cover the total cost of policing these demonstrations. The transition reserve is used to support the capital programme, but this reserve is forecast to be exhausted by 2023/24 and the constabulary currently has a capital investment gap of £13m. While the constabulary believes that there will be financial flexibility due to slippage in some projects, for example ESN, for which £6m has been reserved, it is aware of the potential risks to the capital programme. With little opportunity to increase funding from the disposal of capital assets, such as estate, the constabulary is planning to make additional savings to fund the capital programme, particularly to fund short-term life assets.

### **Leadership and workforce development**

The constabulary has an organisational development plan with three clear priorities for developing leaders. These are:

- continued development of [performance development review](#) (PDR) and [continuing professional development](#) (CPD);
- development of a comprehensive coaching, mentoring and talent support programme; and
- continued development of the employee engagement approach.

A leadership hub has been developed where information and development for CPD is stored and accessed. A core leadership development programme is developing leaders' understanding of their business skills and their own development needs and aspirations. The understanding of skills and ambitions assists chief officers to consider the balance of skills and leadership strengths in selecting leadership teams.

Internal talent identification, management and leadership succession planning are less well developed. The creation of a talent manager post within the organisational development team shows that the force is committed to this and a strategy is being developed. There are schemes and initiatives in place, for example, the detective development pathway and the talent 2025 scheme for BAME officers and staff. Currently, much of the talent identification and support is offered locally within departments and districts.

The constabulary is starting to see the benefits of external recruitment. All chief inspector posts and above (and police staff equivalent) are advertised externally. Staff associations are seeing the benefit of this diversity in developing new approaches. They are starting to see more diversity in the leadership team. For example, they are now recruiting senior leaders with a different skillset such as a direct entry superintendent with a background in criminal psychology and children's services and senior police staff leaders from private industry and academia. The constabulary considers the business benefits in its recruitment decisions, for example, it has previously taken officers from [Police Now](#) but has made a conscious decision not to for the last two years. Evaluation found it was expensive and not providing the anticipated range of diversity.

Engagement with the workforce has been important in developing the new PDR and CPD system. This is proving instrumental as the force develops its career pathways. The constabulary wants officers to adopt the system because they see it adds value, rather than because they are told to use it. This means that the system is still being embedded, but the indications are that this approach is the right way to embed PDR and CPD in workforce culture. The integration of promotion processes into the system is a positive step. It will undoubtedly become integral to the identification of talent and the ability of the constabulary to improve succession planning across a range of ranks and roles.

### **Ambition to improve**

The core services review has provided a solid operational platform for the constabulary to provide its major services. This reassurance has allowed it to develop ambitious, innovative and comprehensive plans to improve its services. The plans are realistic and built on sound, tested assumptions. The force has the skills to bring about the changes. Governance arrangements will ensure that the change programme remains on track strategically and tactically. The transformation board has oversight of all change programmes and is the senior decision-making body for medium and long-term change plans. The futures programme assurance board provides direction for all projects. This includes implementation, benefits realisation and escalation of issues that have an effect on the operating model. It ensures projects support the wider corporate strategy.

The constabulary collaborates well with police, public sector, private sector and academia to ensure that it is maximising purchasing power, increasing ICT interoperability or sharing infrastructure. There is a forensic collaboration with UCLan and with Edge Hill University on evidence-based policing. It collaborates with Cumbria Constabulary on a joint learning and development arrangement and with Lancashire County Council on payroll, ledger and support services.

The constabulary collaborates with many public sector partners in neighbourhood policing arrangements across nine areas. It is progressing blue light collaboration with the FRS and developing several areas of collaboration, such as drone use. As the constabulary develops the force control room further, it is considering including FRS in the new structure. There are additional FRS opportunities around public order training and occupational health units (OHUs). The force is working with HPE on voice-to-text analysis, Dell around its digital platform and with Police ICT companies to ensure it is efficient in IT procurement.

It is also evident that the constabulary will only collaborate where there is a sound business case. The constabulary has withdrawn from regional firearms and motorway collaboration agreements. Progress was slow on improving the service and the evidence indicated that on its own, the constabulary could provide a service that better suited its requirements.

The constabulary has taken steps to ensure that resources are focused on priorities. The CSR has changed workforce structures and realigned resources to meet the changing demand. It has provided reassurance to the workforce and partners where there is a risk of a perceived reduction in service. It has reviewed its custody provision, which has resulted in bringing back in-house its custody arrangements and



reopening the custody suite at Burnley. The PCC and the constabulary considered that the changes would provide greater opportunities to develop staff and align them to priorities such as vulnerability. The transfer was completed in April 2019. The constabulary reports that over 100 staff have transferred across without any negative impact on performance. The use of precept monies to improve proactive work in communities will assist the force in achieving the PCC priorities and reassure the public that they are being listened to.

To ensure that it has the resources with the skills required to meet the need for change, the constabulary has invested in programme management skills and bought in some specialist expertise. All corporate development staff can gain Chartered Management Institute accreditation in change skills, so professionalising the approach to change. The constabulary has invested in support services, estate and ICT, which it credits with helping to redesign the FCR. It also buys in some ICT expertise through relationships with business such as BT Lancashire Services Ltd. It has scaled back on agency support and has developed some in-house skills but recognises that retention is always an issue as it cannot compete with salaries in the private sector. However, it is making good use of phased retirement within the ICT department to retain vital skills and develop skills for the future by job sharing with less experienced staff.

There are plans to save to invest. It has a savings plan to achieve £3.5m in 2019/20, £0.8m in 2020/21 and £0.5m in 2021/22. A significant proportion of the savings will be realised from reviews of all non-staff budgets, ending the North West motorway collaboration, and additional income from the forensic academy partnership. It has invested in a new West district headquarters. There are plans to update Skelmersdale station and bring Burnley custody unit back online, and custody provision has been taken back in-house. The forensic academy in collaboration with UCLan is a good example of the constabulary's approach to investing in infrastructure and assets to make future savings.

# Legitimacy



# Force in context

## Comparison of Lancashire workforce ethnicity with local population

as of 31 March 2019

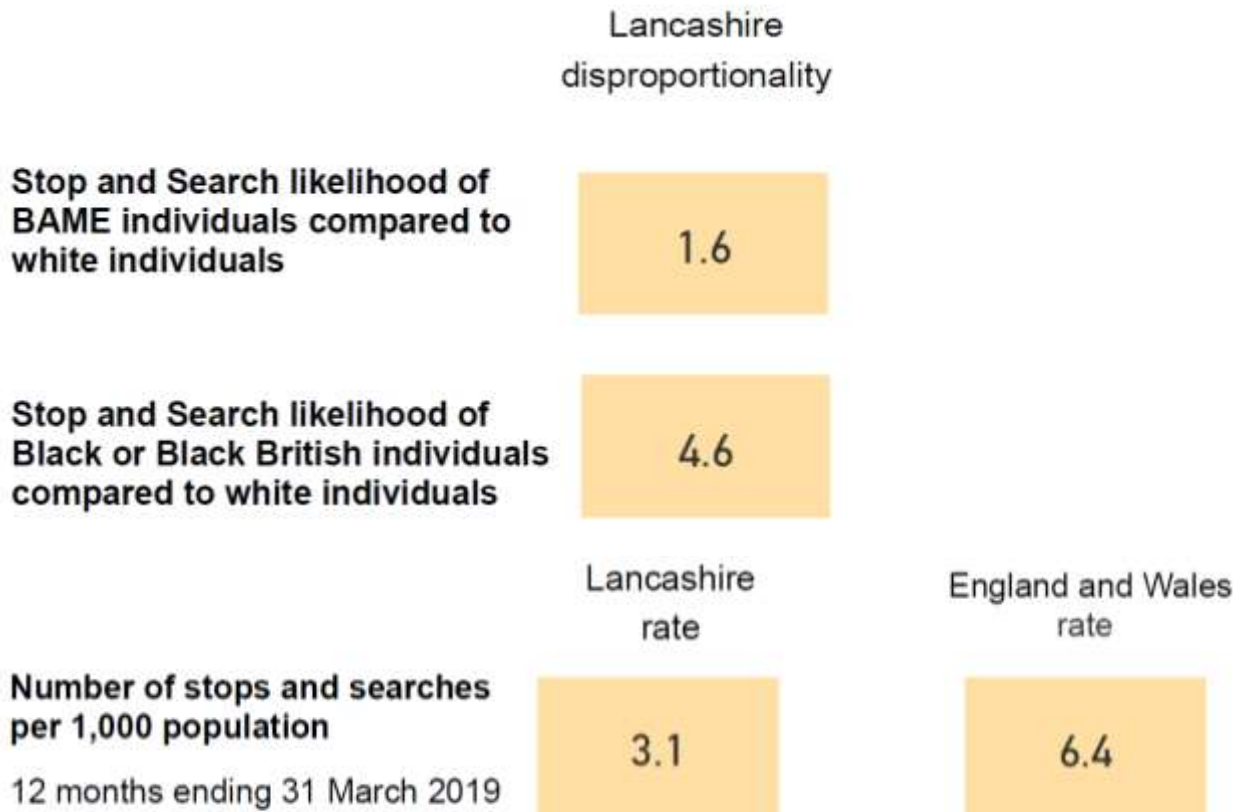
	Lancashire proportion	Local population proportion
<b>Black, Asian and minority ethnic</b> as % of those with stated ethnicity	4.7%	9.6%
<b>White</b> as % of those with stated ethnicity	95.3%	90.4%
<b>Not Stated</b> as % of total	4.2%	

	Lancashire proportion	England and Wales proportion
<b>Proportion of female officers in post</b> as of 31st March 2019	33%	30%

## Stop and search by ethnicity

12 months ending 31 March 2019



# How legitimately does the force treat the public and its workforce?



## Good

### Summary

Lancashire Constabulary is good in the way it treats the public and the workforce.

It is good at ensuring that the workforce behaves ethically and lawfully.

Senior leaders act as role models, engaging with the workforce and giving guidance on ethical dilemmas. However, it needs to ensure that all leaders are discussing ethics with their officers and [staff](#).

The constabulary has [ethics committees](#) to scrutinise its decisions. This helps to satisfy the public and the workforce that it is being fair.

The constabulary is introducing new technology to enable it to monitor the use of IT systems. This may generate more work for the [counter-corruption team](#). The constabulary needs to ensure it has enough people to cope with any increase in demand.

The constabulary is good at treating the workforce fairly.

It seeks the views from every section of the workforce, and it involves them in making improvements. It is good at dealing with workforce concerns.

It makes sure that it looks after the wellbeing of the workforce. It has invested in [occupational health services](#) to support people. It treats mental health and physical health with equal importance. This is helping the workforce cope with the challenges of policing.

In response to a request from the workforce, the constabulary has developed a new IT system to support workforce development. The system meets the needs of the workforce, but not everyone uses it yet. In addition, not all supervisors hold regular meetings with their staff. This means that the constabulary could manage individual performance better. It recognises this and is developing a course to give supervisors the skills they need to develop people and manage their performance.

It recognises that it doesn't have a scheme to identify talented people and is developing one. This will help it develop its future leaders.

In 2017, we graded the constabulary as good at treating the public fairly.

## Treating the public fairly



### Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 243 stop and search records to assess the reasonableness of the recorded grounds. We found that 86 percent of those records contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the constabulary has partly complied with this recommendation. But it doesn't identify the extent to which [find rates](#) differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). Additionally, it isn't clear that it monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the constabulary's website and found no obvious mention of analysis it had carried out to understand and explain reasons for disparities or any subsequent action taken.

## Ethical and lawful workforce behaviour



### Good

The constabulary is good at ensuring the workforce behaves ethically and lawfully.

Senior leaders give advice and guidance to the workforce, so that everyone knows the expected standards of behaviour. But line managers need to have more regular discussions with their officers and staff to help them make good decisions.

The workforce can tell senior leaders their concerns using an online forum. This means that the constabulary can act quickly to help with ethical dilemmas.

The constabulary has ethics committees to scrutinise its decisions. This helps to satisfy the public and the workforce that it is being fair.

It makes sure that the whole workforce has been vetted and it monitors its vetting decisions so that everyone is treated equally.

The constabulary is introducing a new IT system so that it can check that the workforce is accessing and using information properly. It needs to make sure it has enough people to deal with the increase in work that this may generate.

It analyses information about the workforce so that it knows the risk of people being corrupted. A counter-corruption team works with other departments to prevent people from being corrupted. The team also has the skills to investigate allegations of corruption. Its investigations are of a good standard, but supervisors need to ensure they record the advice they give to their investigators.

### **Areas for improvement**

- The constabulary should undertake work to ensure methods are in place for supervisors to have regular discussions and interactions with staff about ethical dilemmas and ethical decision making.
- The constabulary should ensure it can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
- The constabulary should ensure that its counter-corruption unit has enough capability and capacity to counter corruption effectively and proactively including the ability to meet future demand created by improvements in IT monitoring.
- The constabulary should ensure that there are effective processes to record supervision of counter-corruption investigations.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### **Maintaining an ethical culture**

Lancashire Constabulary is good at ensuring that its workforce behaves ethically and lawfully. Senior leaders continue to promote the [Code of Ethics](#) and the importance of ethical behaviour and decision making. The workforce believes that force leaders act as role models for ethical decision making by being visible and engaging with them. They respond in an open and honest way to the Buzz online forum, where officers and staff discuss their issues and concerns. They act on feedback from the workforce.

For example, some officers faced criticism in the media recently after the arrest of a 14-year-old girl, which involved the use of force. The chief constable reviewed the incident, satisfied himself that the officers had done the right thing for the right reasons and responded quickly to the media criticism, supporting the actions of his officers. This strengthens the feeling among the workforce that they will be supported for making the right decisions and promotes a culture of learning rather than blame.



The [professional standards department](#) (PSD) has a section on the constabulary intranet (Sherlock) that contains advice and guidance based around the concept of asking 'Is it OK?'. The PSD blog contains ethical dilemmas with fictional scenarios based on real themes, designed to reflect decisions that staff may face in their day-to-day duties. The aim is to prompt thinking and conversations among the workforce about ethical decision making and to highlight the implications of some everyday decisions.

The constabulary has identified some areas where workforce decision making needs to improve. PSD is working with staff associations and the police federation. They are holding workshops on the significant areas, such as the use of social media, abuse of powers, police driving and the importance of documenting a rationale for decisions. This proactive, preventative approach is further evidence of the constabulary's commitment to ethical behaviour.

Internal and external scrutiny helps to ensure that the force is acting in an ethical way. The joint audit and ethics committee meets quarterly. The chair is independent and there are several independent members including Lancashire County Council (which provides the internal audit service) and external auditors.

Internally, the constabulary has relaunched its tactical ethics committee. It seeks to promote good ethical practice, providing a forum for referral, discussion and resolution of ethical issues affecting the workforce. The committee members represent a broad range of police officer and staff networks and reflect the diversity of the constabulary. The Buzz online forum is used to provide feedback and updates to the workforce.

The constabulary acts in response to feedback from the committee. For example, the promotions process has been reviewed after the committee considered whether candidates who have not displayed ethical behaviour should be considered for promotion. The workforce was updated on changes to the process. Although it is still in the early stages of the relaunch, the tactical ethics committee is a positive move by the constabulary.

Force policies are all assessed for their impact on equality, and there is a governance framework for approving policies. The PSD is involved in the process. However, it is not explicit that policies are subject to ethical scrutiny prior to approval. The PSD considers the ethical implications as part of its input and has the option to refer to the internal ethics committee. The constabulary may wish to review this part of the process to satisfy itself that there is a sufficiently objective consideration of ethics.

First line supervisors do not routinely hold one-to-one meetings with their staff. Some supervisors have responsibility for officers and staff in different locations, which can make it difficult for them to have team discussions. This means that supervisors are having a limited influence on the decision making of their staff. This has been reflected in the findings from senior leaders and the police federation in their engagement with the workforce. The PSD and federation workshops will go some way to developing decision making, but the constabulary needs to do more to develop the capacity and capability of its supervisors to hold ethical conversations.

The constabulary has reviewed its vetting process against [Authorised Professional Practice](#) (APP). The vetting unit complies with the Vetting Code of Practice and APP with just two exceptions. The force has a sizeable volunteer police cadet contingent and vetting checks are carried out by the police sergeant who manages the police cadets, rather than the vetting unit. The vetting unit dip samples 10 percent of the sergeant's checks. It also completes a full vetting check for police transferees, which exceeds requirements.

The constabulary meets its obligations to provide details to the [College of Policing](#) for the barred and advisory lists. These prevent people who have left the service under investigation, or been dismissed, from re-joining or working in law enforcement.

The constabulary has been monitoring any disparities in vetting regarding BAME groups since 2012. Monitoring is currently by ethnicity and gender to understand the overall decline rate versus the decline rate for BAME candidates, with a review of the reasons why BAME candidates are declined. Vetting unit staff have attended numerous positive action awareness events to encourage under-represented communities to apply to the constabulary. The unit works well with the workforce representation team, who work with under-represented communities to develop confidence and understanding of Lancashire Constabulary as an employer of choice. This is removing some of the barriers to people in under-represented groups applying for roles.

The constabulary has now achieved the 2016 recommendation that within two years all members of the workforce should have achieved the most appropriate level of vetting clearance for their roles. The number of non-vetted and renewals are well within the parameters of what could be considered business as usual. The force has recently reassessed the vetting levels for all roles to ensure that it reflects organisational change. This has created some additional vetting. However, a dip sample of staff in higher-risk roles, such as the serious organised crime unit, showed that all staff had vetting at or above the required level, with few staff at or approaching expiry of their vetting.

There are several well-established channels for clarifying and reinforcing acceptable behaviours, including the Buzz forum, intranet guidance, media campaigns, the PSD dilemma of the month and the 'Is it OK?' campaign. Reality testing showed that the workforce is aware of these channels and use them. There is a culture of open and frequent engagement between the workforce and constabulary leaders to the extent that it provides a constant measure of the workforce understanding of standards.

The constabulary publicises learning from the causes and results of complaint and misconduct investigations, including near-misses, and from other sources to raise standards of ethical behaviour. It publishes [Independent Office for Police Conduct](#) (IOPC) bulletins. We found that this generates discussion on the Buzz and [senior officers](#) respond to give advice and guidance to the workforce.

The workforce is aware of integrity policies and procedures on business interests, reportable associations and gifts and hospitality, and provided inspectors with examples of their understanding and application. There are regular media campaigns to reinforce the requirements and it forms part of the initial training for all new members of the workforce.

## Tackling corruption

The constabulary has a current local strategic counter-corruption threat assessment. This identifies some emerging threats. It sets the counter corruption priorities as sexual misconduct (including [abuse of position for a sexual purpose](#)), misuse of systems/disclosure of information, employee vulnerability and theft/fraud. The assessment does not include a profile of corrupt employees, external corruptors or locations within the constabulary where corruption is more prevalent. Including this information would assist the constabulary in deciding how to use its resources most effectively.

The control strategy proposes actions to address three of the four threat assessment priorities. These are sexual misconduct, misuse of systems/disclosure of information and employee vulnerability. The constabulary has consciously decided to prioritise these areas of corruption. They are monitored and reassessed by senior leaders in a monthly meeting. Theft is not a current priority but is outlined within the strategy.

The strategy would benefit from the inclusion of intelligence requirements so that the constabulary can get a better understanding of other threats. For example, steroid abuse is a national threat but is not featured as a priority in the local strategic assessment. However, the constabulary recognises the risk of drug misuse and funding has been requested to conduct intelligence-led and random drug testing within the workforce.

The integrity and anti-corruption team (IACT) draws information from a wealth of force data sources for consideration at a series of bi-monthly risk management meetings held across the force. It uses a locally devised risk matrix to identify those employees considered to be most at risk of corruption. It then uses early interventions to address vulnerabilities and tracks progress. It could benefit from evaluating the effectiveness of these interventions.

Overall, the constabulary makes good use of the integrity registers that record details of who in the workforce has notifiable associations, business interests or has received gifts and gratuities. The constabulary has identified a gap in workforce knowledge around submission of business interest applications in relation to voluntary work. It is reviewing and rewriting the policy to clarify this.

The monthly PSD strategic risk meeting links people in different departments, allowing them to raise concerns and share information and intelligence. This means they can assess risk properly and take appropriate and proportionate action to support people or deal with issues. The meeting monitors whether certain decisions to reject business interests or impose conditions are being complied with, but this is not comprehensive. The constabulary is aware of this and intends to introduce a process that consistently monitors compliance with all these decisions.

The IACT can respond effectively to incoming intelligence and is developing its surveillance capability. When more complex investigations develop, the capacity of the team can be stretched, but the force has access to support from other North West forces and the ROCU. The IACT can conduct specific audits of some individual systems, but this is time consuming and limits proactive work. The force

acknowledges the limitations and associated risks of its current auditing capabilities, which reduce the overall effectiveness of the IACT's activity to monitor potential misuse of systems. New IT auditing software has been procured which should provide the IACT with greater scope for both proactive and reactive corruption investigation. The constabulary needs to review continually the capacity of the IACT, as these auditing enhancements are likely to add to demand, particularly if the force increases the amount of proactive auditing it undertakes.

The constabulary has developed good links with external agencies that support vulnerable victims of crime. Since June 2018, it has provided inputs to a range of partner agencies supporting domestic abuse victims and [safeguarding](#) groups. They are aimed at raising awareness, improving intelligence links and providing reassurance. A review has ensured that these links are maintained and remain effective. The constabulary has refreshed its contacts within domestic abuse victim organisations and sex worker support groups. This activity has already resulted in some additional referrals to the IACT.

Corruption intelligence is held locally on a standalone system. We found this to be up to date and managed well with the data fully searchable. The constabulary recognises that this system could be improved to allow supervisors and managers to monitor progress of cases more readily.

As part of our inspection, we conducted a file review of corruption intelligence. Of the 60 cases reviewed, six required referral to the IOPC. These cases were all appropriately referred. In most cases we found that appropriate enquiries were conducted to confirm or refute intelligence. However, the limitations around IT monitoring had an impact on the effectiveness of some investigations. In some cases, obvious lines of enquiry were not pursued, and no rationale was recorded for this. For example, six cases did not have sufficiently broad IT and data audits and in two cases enquiries regarding possible inappropriate associations were not thorough.

Although there was clear evidence of supervisors overseeing intelligence developments, we found that shortfalls such as those outlined above were not always being picked up. Better use of investigation plans by supervisors would reduce these shortfalls. The workforce is aware of the confidential integrity line and email system for reporting wrongdoing and had confidence in both systems.

The constabulary recognises the abuse of position for a sexual purpose as serious corruption. It is reflected in the local counter-corruption strategic threat assessment. There has been good progress in implementing the constabulary's plan to address our 2016 national recommendation regarding abuse of position for a sexual purpose, but it has not yet been fully implemented. Although the force has now purchased the IT capability to support proactive IT monitoring, this is not yet in place. It is also evident that current capacity within the IACT primarily supports reactive work, with only limited capacity for proactivity.

Links with external agencies are being developed effectively and contributing to increased reporting. It already has good relationships with a wide range of agencies supporting [vulnerable people](#). The constabulary has acted on our insight findings and refreshed its contact with sex worker support groups and domestic abuse victim organisations.

The constabulary briefs its employees to ensure they are aware of the issue of abuse of position for a sexual purpose. This includes guidance for sergeants, inspectors and police staff equivalents on the warning signs to look out for. Officers or staff who come to attention as potential offenders are placed on a watchlist for a period with regular revisits of IT audits, emails and constabulary telephone records to look for any suspicious behaviour. When abuse of position for a sexual purpose cases occur, they are publicised as part of a proactive media approach. This helps to reassure the public that the constabulary is taking steps to prevent such actions re-occurring and encourages the public to report inappropriate behaviour. Our fieldwork found that there was a good awareness among all ranks of abuse of position for a sexual purpose and how to spot the signs because of the force's training and guidance.

## Treating the workforce fairly



### Good

The constabulary is good at treating the workforce fairly.

It makes sure that it seeks the views of every section of the workforce. Senior leaders meet regularly with unions and staff associations. They all work together to make improvements. When grievances are raised, they are taken seriously and dealt with properly.

The constabulary analyses workforce feedback and other information so that it can make better decisions on how to improve fairness at work. It works hard to ensure its workforce represents all the communities it serves.

It makes sure that it looks after the wellbeing of the workforce. It has invested in additional services to support people. And looking after mental health has equal priority with physical health. This is helping the workforce to cope with the challenges of policing.

The constabulary has responded to feedback from the workforce and developed a better IT system to support its development. However, not everyone uses it, and not all supervisors hold regular meetings with their staff to discuss their development and performance. A course is being developed to give supervisors the skills and confidence they need to improve the management of individual performance.

The constabulary doesn't have an effective scheme to identify talented people. It knows this and is developing one.

### Areas for improvement

- The constabulary should ensure that it develops and supports its supervisors and managers to conduct honest, fair and effective assessments, supports continuous professional development and manages poor performance.
- The constabulary should ensure it has a comprehensive, transparent and well publicised system to identify and support talented individuals across all ranks, grades and roles.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Improving fairness at work

Lancashire Constabulary is good in the way it treats the workforce with fairness and respect. There is a strong commitment from senior leaders, embedded in force culture, to engage with the workforce and seek feedback and challenge. Formal and informal channels are used. The workforce can ask questions and make comment on issues affecting them on the Buzz online forum. Senior leaders monitor and respond to issues and questions raised. It is seen by all as a valuable means of open and honest engagement. The annual Buzzometer staff survey provides a more detailed and structured insight into workforce levels of engagement, wellbeing and perceptions of fairness.

Leaders have regular meetings with staff associations, both formally and informally. Representatives from police and police staff groups spoke highly of the relationships they had with senior leaders. The valuing inclusion and diversity board, chaired by the deputy chief constable, allows representatives from a broad range of staff networks to discuss issues affecting the workforce. The tactical ethics committee is a further mechanism for challenge and feedback. [Chief officers](#) regularly visit teams across the constabulary for face-to-face engagement.

This variety means that the constabulary is hearing the voice of a diverse workforce. The success of this is reflected in the recent Buzzometer survey results. Engagement levels rose on the 2017 survey across all districts and departments.

The constabulary takes the views of the workforce seriously and responds to their feedback. The staff engagement survey told the constabulary that it needs to communicate change better. So, leaders met staff to set out the benefits of a new police station being built at Colne. This proactive engagement prevents workforce concerns arising.

As part of our inspection we reviewed 10 grievance files. Eight were found to be fully compliant with the [ACAS](#) guidance on handling grievances. The files were a good standard, easy to follow and organised in chronological order with tabulated pages identifying key stages of the grievance process. Five of the files involved alleged discrimination. All were correctly identified. In all relevant cases, support was offered or given to the person who instigated the grievance.



The workforce is aware of the grievance policy and has confidence that grievances will be taken seriously and dealt with fairly. Most staff we spoke to said they would raise any issues with a line manager and seek informal resolution rather than invoke the grievance procedure. The force works well in responding to workforce concerns. For example, a recent grievance case indicated an element of racism. The force recognised there was an issue of cultural awareness and ran workshops on professional boundaries soon after to educate the workforce.

The constabulary's human resource and organisational development departments work together to share and analyse workforce data from a range of sources. This is helping to identify the issues that are affecting perceptions of fairness and respect. The constabulary has effective arrangements in place to monitor and understand potential disparities in recruitment, retention and progression across different [protected characteristics](#) and roles. This includes those qualified for promotion and those in acting or temporary promotion roles. The valuing difference and inclusion board includes members from the disability group, Christian Police Association, Unison, women's network, LGBT network, Black Police Association and the Eastern European network. This gives the constabulary an opportunity to gain a deeper understanding of any disparities and take an inclusive approach to reducing them.

The constabulary has a structured programme of review to ensure it understands and can address disparities in complaint and misconduct procedures. The analysis examines reporting, the investigation and its outcome. This gives the constabulary a more detailed understanding of any issues.

A team works in under-represented communities to raise awareness of the breadth of opportunities within Lancashire Constabulary. This team operates a myth-busters section on the constabulary website, which explains in simple terms what the force does. It also runs drop-in centres. These are not aimed exclusively at one section of the community but are run in areas where the constabulary knows it has challenges in recruiting. Social media is used, and advertisements are deliberately placed in geographic areas. The constabulary reports that it is seeing an increase in the diversity of applicants for roles.

### **Supporting workforce wellbeing**

It was clear from the inspection that wellbeing is a priority. It is embedded and integrated into the culture of the constabulary. The wellbeing strategy is based around four pillars – prevent, promote, detect and support, and treat and recover. The wellbeing implementation board ensures that the strategy is converted into positive action that is felt by the workforce. Engagement through the Buzz, the Buzzometer staff survey and analysis of workforce data has ensured that senior leaders understand the wellbeing needs of officers and staff.

At all levels, we found that leaders have a good understanding of their wellbeing responsibilities. Support for their teams is a priority. The constabulary has established a wellbeing network in departments and districts to meet workforce needs, provide support and raise awareness about wellbeing provision. Leaders receive wellbeing training. Although line managers are better equipped to recognise the signs of wellbeing needs among their staff, we found that there is still inconsistency in the approach to one-to-one meetings with officers and staff.



There are local arrangements to analyse workforce information. A monthly meeting between workforce capability, HR, district leaders and other relevant parties, analyses workforce data and discusses those whose wellbeing is 'at risk' and may need support. District leaders are held to account for the wellbeing of their officers and staff through monthly checkpoint meetings with chief officers.

The force has invested £1.2m in its occupational health service since our last inspection. Provision around mental health is on the same footing as physical health. A dedicated team of mental health professionals are applying their skills in innovative ways to support the workforce. For example, they are available 24 hours a day to support officers and staff who have dealt with incidents that may have a traumatic impact on them. The team also run sessions to help the workforce recognise and cope with issues such as depression, stress and anxiety.

In addition to the OHU measures, the constabulary uses a broad range of actions, interventions and preventative measures to minimise the threats to workplace wellbeing. Wellbeing vans, which are equipped to perform basic health checks such as blood pressure, offer an outreach service that visits districts and departments on a regular basis.

Officers and staff can attend 'recharge days' with the police treatment centre in Harrogate. This is a safe environment in which individuals are educated in spotting signs and symptoms of stress, while linking them to a range of support techniques personal to them. The day demonstrates the links between good mental and physical health. Attendees are surveyed at the end of the day so that the constabulary can evaluate the effectiveness of this investment.

Across the constabulary, senior leaders have created dedicated quiet rooms for stressed officers and staff or those who just need some time and space. The contemplation room offers a calm and relaxing space for staff to unwind away from their desks. Therapy dogs, fitness ambassadors and a mental health support app that is available on handheld devices are just some of the wide-ranging and innovative offerings to support the workforce – including those that are subject to complaint or misconduct proceedings and those absent due to maternity or paternity leave. The constabulary is aware that it could do more to evaluate the effectiveness of some of these initiatives, but our inspection found that there is an inclusive approach to wellbeing.

### **Managing performance and development of officers and staff**

The constabulary has a [PDR](#) system that has the potential to understand not only the performance of the workforce but also their aspirations and ambitions. This presents opportunities in future workforce planning, skills auditing and organisational culture.

The PDR system allows the setting of objectives, both personal and organisational. It helps staff to develop skills for future roles as the profiles and requirements are contained within the system. Staff select the role in which they wish to develop their skills and the system makes use of the [competency and values framework](#) to assist them in setting their objectives. This allows staff to demonstrate their continuous personal development when an opportunity is advertised. As the PDR system

develops and more of the workforce engages with it, the constabulary is looking at smarter ways of identifying suitable applicants for roles as part of workforce planning.

The workforce raised the management of poor performance as an issue in the staff survey. The constabulary has restructured the HR department and introduced case managers to deal with more significant performance and attendance issues. This has been well received by leaders and staff associations, although some expressed concern about the capacity of the case managers.

We were less convinced of the constabulary's ability to identify and manage routine instances of poor performance, due to the lack of capability among first line managers to conduct [performance and development meetings](#). This is consistent with our 2017 inspection. There has been some slight improvement in the level of engagement between line managers and their staff, but it is generally informal and unrecorded. This means that the workforce may not be receiving the support they need to develop, and poor performance may be going unchecked. Both issues can affect perceptions of fairness.

The constabulary is aware that it needs to do more to give supervisors the capacity and skills to manage their teams effectively. This is an integral part of the workforce development plan. Skills workshops have been held and there are plans in place to work with an external company to develop skills around having powerful performance conversations.

At the time of our inspection, the constabulary did not have a formal talent management scheme. Some districts have processes to coach individuals and the district based organisational development inspectors provide local support, but there is a lack of central co-ordination. However, it has recruited a new head of learning, innovation and workforce capabilities with significant organisational development experience in academia, who recognises the need for a more structured approach. A temporary talent management lead post has also been created to develop a corporate strategy and structure.

Funding is in place to work with an external company to develop coaching and mentoring skills among leaders, which will be incorporated into the talent management strategy. There is more structure around external talent identification due to bespoke recruitment initiatives, links with academia and the work of workforce representation teams. For example, the constabulary actively recruits university IT students. There is a talent programme in place for BAME officers and staff (Talent 2025). This is to be expanded to include LGBT officers and staff.

The constabulary conducts regular reviews of its promotion processes and is making good use of the PDR system to ensure that they are viewed as fair and transparent by the workforce. It has responded to workforce feedback in developing its current process, which ensures that selection is based upon competence. The constabulary acts to ensure that sections of the workforce are not disadvantaged. For example, the recent superintendent process was delayed following feedback from staff that it may disadvantage Muslim officers by holding it during Ramadan. Nearly everyone we spoke to across the constabulary felt that the promotion process was fair and transparent.

# Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

## Methodology

### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

### Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

[More information about MSGs can be found on our website.](#)

## **Population**

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

## **Survey of police workforce**

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 372. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

## **BMG survey of public attitudes towards policing (2018)**

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

## **Review of crime files**

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 June and 31 August 2019 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Yorkshire Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

## Force in context

### 999 calls

We collected this data directly from all 43 police forces in England and Wales.

### Recorded crime and crime outcomes

We took this data from the October 2019 release of the Home Office [police recorded crime and outcomes data tables](#).

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

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2019 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2019](#).

### **Domestic abuse outcomes**

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

### **Workforce figures (including ethnicity and gender)**

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

### **Spend per head of population**

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2019/20 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

### **Stop and search**

We took this data from the Home Office publication, [Police powers and procedures, England and Wales year ending 31 March 2019](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

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