



**Lancashire
Constabulary**
police and communities together

PACT

Police and Communities Together

**Perfecting Community Engagement
to Deliver Community Driven
Problem Solving, Performance and
Accountability**

Lancashire Constabulary

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Summary

Policing for the new millennium presented a very different proposition to recognised policing from the twentieth century. Driven by performance criteria dictated by Central Government, clear direction was given to Police agencies of England and Wales.

There was no escape from the business of delivering accountable performance in the modern policing world. Complaints and community feedback however highlighted a range of different crime and disorder concerns. The challenge was to meet obligations to deliver against Government performance indicators whilst finding a way to deliver policing services to satisfactorily meet the needs, demands and expectations of the communities we serve.

It was however impossible to identify a set of universal crime targets which accurately reflect the key crime and community concerns of the County of Lancashire, home to a diverse population of over a million residents.

It was decided to look closely at what the public would identify as policing priorities if they were empowered and given the responsibility of informing the policing agenda. Recognising that to be truly citizen focused, a reliable approach to community engagement with all identified communities was required.

Significant research and closely monitored pilot schemes lead to Lancashire Constabulary launching PACT (Police and Communities Together) in 2004. A strict format engagement model; open access community meetings were held during the first week of every month throughout the county. Citizens, community leaders, service providers and neighbourhood policing teams met to discuss issues of concern. Each PACT meeting selected 3 community policing priorities for adoption every month. Activity and results were recorded, published and reported back to the PACT. Within 12 months of its launch, 2,500 PACT meetings were held throughout Lancashire.

PACT has become successfully established as the model of community engagement for Lancashire and throughout England and Wales. In its current report, Her Majesty's Inspectorate of Constabulary identifies Lancashire as one of the strongest performing forces in England and Wales.

Recognising the PACT process, Lancashire was the only force in the country to be graded as '*Exceeds the standard*' for neighbourhood policing and the only force awarded a grade of 'Excellent' for local crime and policing.

PACT has helped drive performance through engagement. Confidence in Lancashire Constabulary currently stands at 88.1%

Since 2004 Lancashire has seen unprecedented year on year reductions in crime and anti-social behaviour, driven by enhanced community engagement. PACT has delivered a safer, engaged and empowered Lancashire and significant cost savings.

Crime Performance Comparison 2011 Recorded data compared to 2004 (introduction of PACT)			
Crime Category	Crime Recording Year 2003-4	Crime Recording Year 2010-11	Percentage Reduction
All Crime	157,454	103,606	34% (n=53,848)
Serious Acquisitive Crime	26,868	13,188	51% (n=13,680)
Criminal Damage	41,370	20,757	50% (n=20,613)
Anti-Social Behaviour Comparison			
Anti- Social Behaviour	191,503 (2005-6)	124,532	35% (n=66,971)

Scanning

In the new millennium the business of policing was destined to become a very different proposition to the policing that we recognised from the last century. Driven by policing agendas and performance criteria dictated by Central Government and Local Police Authorities, very clear direction was given to the Police forces of England and Wales.

With the clear setting of police objectives and increasingly sophisticated accounting and review processes, the modern police force was driven in a business-like manner to deliver results. Priorities and performance criteria were set and the performance of the police in these key areas was closely monitored and assessed. Along with the change to a performance culture in the Police, freedom of information increased access and scrutiny of information further driving competitive performance. From individual officers and departments through to command groups and Police Agencies performance criteria and targets were clearly set and results closely monitored. There was no escape from the business of delivering performance in the modern policing world.

As Police service managers and supervisors adapted their focus and service delivery processes to drive performance the model of policing quickly changed with processes formalised through the [National Intelligence Model](#) and a focus on reported crime. The result of this refocus meant that modern police agencies soon started to deliver results in the key performance areas they had been set.

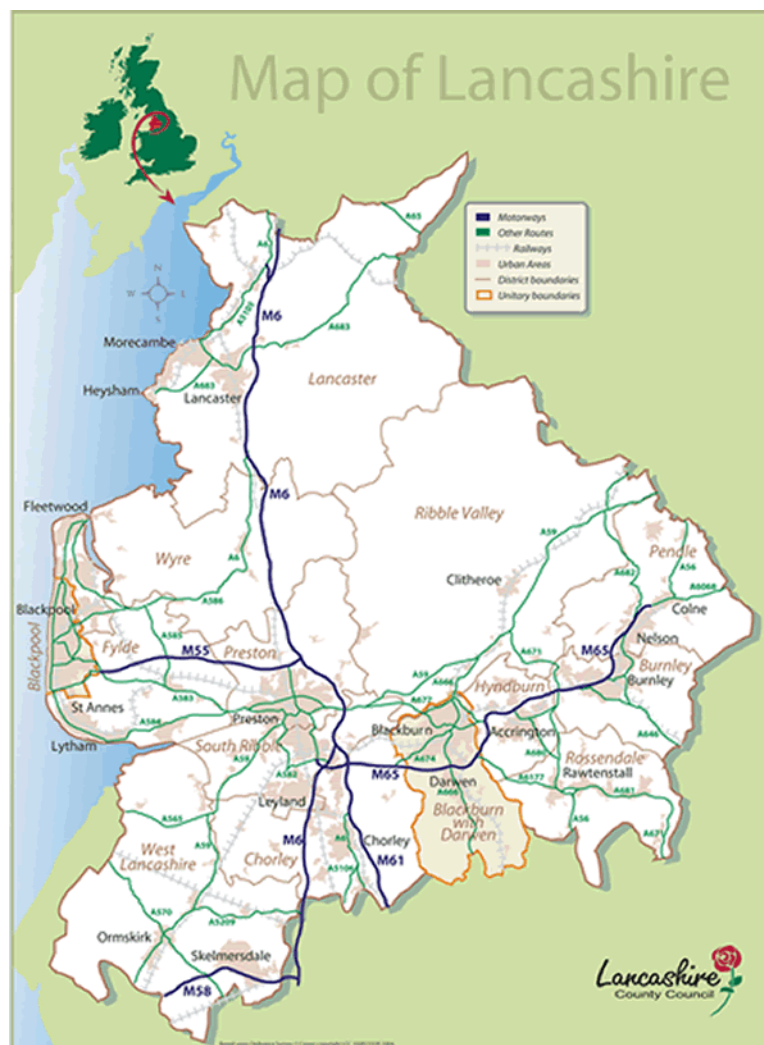
With clear evidence that delivery of the policing performance objectives were being addressed and met it should follow that public satisfaction with the Police was correspondingly high. Despite impressive results, control room operators, public enquiry assistants, officers and Police commanders of Lancashire Constabulary continued to receive phone calls and letters of concern and complaint from the public. Concerns highlighted ranged from anti-social behaviour, nuisance neighbours and non-crime issues through to various low level crimes. The public seemed to have continuing and legitimate concerns despite the fact reports of serious crimes like burglary and robbery were being reduced year on year in line with Government policy. It appeared that nobody had told the public to be satisfied with what they were being given.

The reality of the public experience of crime and disorder is that you are most affected by the issues you experience yourself and face in everyday life. Whilst the case is well made that certain offences have a profound impact on victims of crime, leading to fear of crime among certain parts of the community, it may have far less impact in the wider community amongst those unaffected or unaware of the crime. It therefore follows that an individual's crime and disorder concerns and expectations are most closely associated with their own day to day experiences in their communities rather the set criteria handed down by the government.

It is however entirely understandable that Government policy seeks to set the policing agenda to reflect the national crime perspective, after all, how might any policy seek to deliver bespoke policing solutions to serve all the individual risks and crime concerns held by the seemingly infinitely diverse communities throughout the UK.

Herman Goldstein writing in his 1990 published book Problem-Oriented Policing examines themes which give an early insight into this exact problem recognising that police agencies are too reliant on their focus on crime and responding to incidents whilst ignoring community engagement, concern and remedy.

In Lancashire Constabulary this was the challenge that was set. To meet our obligation to perform against the government policing performance indicators whilst finding a way to deliver policing services which were able to satisfactorily meet the needs, demands and expectations of the communities we serve.



Analysis

Unlike many POP initiatives this problem did not relate to one particular crime category or problem neighbourhood, in fact it was the issues falling outside of the Government set crime agenda such as domestic burglary, vehicle crime and robbery (Serious Acquisitive Crime) that we were interested in seeking to identify and address.

A comprehensive analysis of recorded crime was undertaken to establish levels of crime and its occurrence. There were few surprises with statistically significant crimes such as theft, violence against the person and criminal damage coming to the fore.

Crime and Anti-Social Behaviour in Lancashire Reporting period financial year April 2003 – March 2004			
All Crime	Serious Acquisitive Crime	Criminal Damage	Anti-Social Behaviour
157,454	26,868	40,182	143,947

Some caution must be exercised in viewing earlier recorded crime statistics due to a radical change in recording criteria and processes during the lifetime of this initiative making direct comparison against these figures imperfect. Reductions were already being achieved in SAC however despite the changes, whilst other crimes showed increases. The 2003-4 figures show the benchmark figure.

Closer scrutiny reaffirmed much of what was already known. It came as very little surprise to see stealing from shops and stalls prevalent in busy town centres and commercial retail parks and offences of violence occurring in busy late night social environments often linked to the consumption of alcohol. Once again however the question needed to be asked, Could it be said that these were the key issues affecting the crime concerns of the communities of Lancashire? Not all population centres and neighbourhoods would share these crime problems or concerns, so it seemed that simple crime mapping and statistics were not going to provide us with an easy solution.

Despite not having a declared identifiable crime type to address the problem analysis triangle once again proved helpful to clarify our thinking by breaking down the issue to its components of victim, offender and location.

However on this occasion by considering the model we were forced to turn our thinking upside down. Perversely rather than being the agents delivering a solution to the problem, by focusing on fulfilling set Government crime targets the Lancashire Constabulary were in effect the offenders, delivering a prescribed agenda rather than addressing all the issues of genuine concern to the communities we serve.



It therefore followed that the public of the county of Lancashire could be described as the victims; victims of a system setting the crime agenda based on nationally identified issues of concern and driven locally throughout the UK by police services. This view does not seek to imply that the centrally dictated crime themes were not key issues throughout the country and indeed in Lancashire but the one size fits all model fails to recognise the variety of issues faced by diverse communities. The most comprehensive and up to date information from the national 2001 census identifies the population centres throughout the county (**Appendix 1**). The communities and neighbourhoods however are diverse populations with differing ethnic origins and religious beliefs, educational standards, employment status and socio-economic standing. (**Appendix 2**)

Lancashire was established in 1183 and its population of 1,134,974 (2001 Census) is spread over 3,075sq km and described as 80% rural. The population size together with widespread population centres and diverse communities further underlines the difficulty of identifying accurate and appropriate county wide policing priorities which can be said to be truly reflective of concerns and crime threats.

It was starting to look like an impossible task to identify those core issues and values that as a mission statement could be described the 'Key crimes and community concerns of the County of Lancashire'.

In order to ensure that the process was truly responsive to the will and direction of its citizens it was decided to look more closely at what the public would identify as the policing priorities if they were given the opportunity and responsibility of informing the policing priorities. This change of policy away from focusing solely on the recorded crime was supported by the Home Office in its drive to deliver Citizen Focused Policing, which it described as

A way of working in which an in-depth understanding of the needs, experience and expectations of individuals and local communities is routinely reflected in decision making.

Huge credit must go to the leadership, direction and support given to this initiative by a group of extremely talented and forward thinking senior Police figures. In Lancashire under the leadership of Chief Constable [Sir Paul Stephenson](#) , DCC [Steve Finnigan](#) and ACC [Julia Hodson](#), widespread research and evaluation took place, including of particular note.

- Engagement and visits to Chicago to look at their Chicago Alternative Policing Strategy (CAPS).
- Neighbourhood Policing undertaken by Surrey Police ([Sir Dennis O'Connor](#)) and Surrey University.

Such work helped guide and influence Lancashire's understanding and development of its delivery model and lead to the submission of comprehensive position papers by [Dr Stuart Kirby](#), [Mike Cunningham](#) and Dr Peter Langmead-Jones (Head of Corporate Analysis). This work guided Lancashire Constabulary to develop its Citizen Focused approach an agenda which saw genuine commitment and drive to deliver policing for the people.

Together with the step change to support a citizen focused approach Lancashire Constabulary was developing its Neighbourhood Policing Teams in order to complement its response based front line policing services. The Neighbourhood Policing Teams headed up by a Geographic Inspectors and sergeants and delivered in the communities by Community Beat Managers were intended to work closely with and for the communities they serve.

It was clear that a number of areas of work were all beginning to come together at the same time. The CAPS programme, the 2004 study into [Signal Crime](#) leading to the [National Reassurance Project](#), together with the interest in POP and community engagement.

The timing was perfect to redefine our local policing priorities, with the resources and political will coming together, all that was now required was the adoption of appropriate community policing priorities. Recognising that to be truly citizen focused a reliable approach to community engagement was required, drawn from examples of best practice identified through the Constabulary's widespread consultation process and in house experience.

A number of practitioners working in Lancashire were actively working on engagement models amongst which was the 'Hopwood Residents Association and Focus Group' which had proved pivotal in the delivery and success of the Goldstein finalist 'Hopwood Triangle'.

Developed by CBM Gareth Pearson, the residents association had been established to consult with residents in a crime ridden and deteriorating Preston neighbourhood.

[http://www.popcenter.org/library/awards/goldstein/2004/04-23\(F\).pdf](http://www.popcenter.org/library/awards/goldstein/2004/04-23(F).pdf)

The Hopwood Residents were representatives of the local community brought together following an open invitation to discuss their concerns and fears.

As the partnership developed the association was able to accurately identify specific areas of concern and inform and direct police and partner agency activity.

With regular monthly meetings, an elected community chair, published minutes and specific tasking and feedback processes the association was truly representative of the local community and their concerns. The police in turn were able to attend, listen and inform the process. The association meetings didn't focus on any pre conceived agenda, simply inviting up to date specific community crime and disorder concerns.

This community focus lead to the informing, directing and setting of accountable policing activity by an empowered community and a process of true Community Engagement.

Response

The object of this initiative from the outset was to deliver policing fit for purpose for communities throughout the whole of the county of Lancashire. The conclusion of the Analysis clearly identified that there could be no quick fix, one size fits all set of policing priorities, and that community engagement and involvement was the only way to set the local agenda. If we could truly engage with all identified communities the cumulative effect would be engagement with the entire county yet remaining responsive and accountable to a wide range of diverse grass root issues.

Tanhouse Pilot Scheme

If the process was to be successful it had to be based on a proven and readily adopted model. After much research and refinement, a working prototype format was developed. In order to test the model in a real world environment a community, Tanhouse was identified by the pilot lead, Police Inspector James Lee.

The Neighbourhood Policing Team responsible for the Tanhouse neighbourhood in Skelmersdale were given detailed specific briefing in the aims, objectives and methodology of the engagement model which had a working title of Community Engagement Panels.

Initial Process Map

1. Identify and secure a suitable venue in the heart of the identified community.
 - Safe, neutral location and appropriate building
 - Availability at regular monthly intervals and time slots
 - Cost free
2. Publicise all meetings widely throughout the community well in advance.
 - Publicity through a wide variety of media
3. Meetings to be chaired by Community Beat Manager
 - All attendees given equal opportunity to express views
 - Selection of 3 community agreed policing objectives for the month
 - All meetings accurately recorded with published minutes
4. Community Engagement Panel
 - Community leaders
 - Religious leaders
 - Local councillors (politicians)
 - Housing partners

5. Community set policing objectives adopted by Neighbourhood Policing Team
 - Focus on 3 set community policing priorities agreed by panel
 - Publish the 3 priorities together with date/venue of next meeting
 - Report back to monthly meeting on outcomes
 - Selection of 3 new community priorities at each monthly meeting
 - Retention of community priority issues until community satisfied with outcome

Extended Pilot linked to National Reassurance Programme

After the successful launch of the pilot in Tanhouse, the model needed further testing and evaluation. In order to thoroughly test transferability and implementation issues together with the willingness of other communities to engage with the process, further pilot communities were identified. The communities selected for the next phase were communities in two different urban centres namely Preston and Blackpool. Communities in these areas had been selected to pilot the National Reassurance Programme and it was hoped after the success of the initial pilot that the community engagement model would be the methodology used to drive activity.

PACT – Police and Communities Together

The extended pilot enabled a comprehensive review and evaluation of the model before the process was considered for adoption throughout Lancashire by the constabulary's senior management team. At the time of its adoption the process was officially branded as Police and Communities Together (PACT) a name devised by the respected POP practitioner Dr Stuart Kirby (whilst serving as Assistant Chief Constable)

In June 2004, the force Community Engagement initiative, PACT, was introduced. An implementation team lead by James Lee under the direction of Assistant Chief Constable (ACC Operations) and supported by Divisional Community Engagement Champions, HQ Media and Communications, and Community Safety Depts. and HQ IT Programme Development was responsible for the development and implementation of the initiative.



Adoption throughout Lancashire

In order for PACT to be a successful engagement model throughout Lancashire it was vital that a strict format was adhered to. Each officer involved with the delivery of PACT was issued with a PACT Pack, which contained all the background, key messages and administration forms required for implementation. A logo was designed to ensure Corporacy. Training sessions were held at HQ and in divisions to those responsible for the implementation of the project, and to those who needed an awareness to ensure that all were fully briefed and able to support the initiative.

There was no suggestion that Community Engagement was not an activity being undertaken across the force, but PACT was seen as the way of formalising this work, enabling it to be recorded with measurements taken to be used in performance management and evaluation. The process also ensured everyone from CBMs and PCSOs to the Senior Management Team would be accountable to the communities they serve. Ultimately it was the way Lancashire would develop the philosophy of everyone knowing who their nominated officer was and providing regular, easy access to them at least once per month. That was the agreed definition of an 'engaged community'

It is worth making the point that this work was achieved with no additional funding. The only support received was from LANPAC who funded posters for each CBM area at 6 per month for 12 months. This worked out at 25,000 posters at a total cost of around £1,000.

It was agreed that in the first week of each month, in every neighbourhood an opportunity for the residents and communities to meet with their CBM/PCSO at a PACT meeting to identify their policing priorities, would be organised.

A panel made up of key members of the community was invited to meet each month after the general meeting (PACT PANEL) to agree a maximum of three community issues to be addressed over the month.

The results of the work undertaken would be reported back to the community via local press, by the relevant CBM or PCSO, (in liaison with Divisional Media Officers) and also at the next meeting of the community.

It was agreed that each division would be responsible for completing a comprehensive returns template, showing data from the PACT Meetings and Panels held by each CBM, each month. The Community Safety Development Officer at HQ should receive this by the 16th of each month (following the PACT meeting in the first week of each month). The strict application of the process ensured uniformity of delivery throughout the county.

Assessment

Her Majesty's Inspectorate of Constabulary

Knowing where to start the assessment of a project first conceived ten years ago was always going to be a challenge. However the fact that in 2011, PACT is alive and well, and is now the model for Community Engagement throughout Lancashire and much of England and Wales is testimony to the success of the project.

The first word of independent assessment must go to Her Majesty's Inspectorate of Constabulary <http://www.hmic.gov.uk/Pages/home.aspx> .

The independent assessors of Policing in England, Wales and Northern Ireland, in their current assessment rated Lancashire Constabulary as the leading Police agency for community engagement and neighbourhood policing. (*Appendix 3*)



'Lancashire Constabulary is one of the strongest performing forces in England and Wales'

'Lancashire is considered to be a 'beacon force' in both neighbourhood policing and in delivering the Policing Pledge commitments to the public and was the only force in the country to be graded as 'Exceeds the standard' for neighbourhood policing. Its community engagement process, PACT (Police and Communities Together), is well established and acknowledged nationally as good practice'.

'Lancashire is the only force to be awarded a grade of 'Excellent' for local crime and policing'.

'Lancashire Constabulary is a top performer in how it delivers citizen-focused policing It consistently delivers a high quality service, with a specific emphasis on:

- *understanding what communities want and need;*
- *achieving high levels of public satisfaction;*
- *inspiring confidence and trust in local communities.'*

Lancashire Constabulary Review Process

Assessment of PACT however is an on-going process with comprehensive evaluation of its delivery and effectiveness necessary to ensure the constabulary's faith and commitment to the process is justified. So much data and evaluation material has been collated during the lifetime of the project that it would be impossible to do anything but highlight a range of topics to offer an insight into the work.

The first county wide review was conducted 13 months after the June 2004 launch. The published report was very detailed, points of interest include

'PACT now feeds into all the plans and strategies in force and most of the latest Community Safety Strategies and Community Plans across the County. Its close association with problem-solving was demonstrated during the last Lancashire POP Conference awards, where almost every entry referred to PACT making a contribution to either the identification of the problem, or in the response to it.'

'Overall in the first 13 months of the scheme, over 2,500 PACT meetings and 2,200 PACT panels have been held and recorded'

'...looking at current PACT priorities being addressed there are a significant number which are clearly NOT solely police oriented and are being addressed with support from members of the panels such as park rangers, environmental services and fire and rescue service. This must be encouraged and developed'

Further reviews followed and continued to support the process whilst ensuring it was managed effectively. The 2008 review drawing on research from Lancaster University "A Critical Evaluation of the implementation of PACT in Lancashire Constabulary"

It was intended that the PACT process would provide more rigour and structure than previous engagement methods and introduce an element of accountability for service delivery at a local level. It was also intended that PACT become a multi-agency process to generate partnership problem solving activity in response to identified community priorities.

The cornerstone of the PACT concept is the monthly engagement meeting within neighbourhoods which is seen as a 'minimum standard' for neighbourhood teams. However, PACT has always been designed to embrace a variety of engagement tactics including fixed and mobile surgeries, street briefings and environmental visual audits (EVAs) to name a few.

The process would involve a public meeting, identification of issues of concern to the community, prioritisation of three issues by a PACT Panel, agreement of ownership and action and feedback at the subsequent meeting on action taken. Ultimately it would be for the PACT panel to determine whether a priority had been dealt with and could be 'signed off'. A methodology under the title of 'EPIC / PPP' was drawn up to provide a structure for tasking. EPIC refers to the method by which a priority will be tackled, namely;

- E(nforcement)
- P(revention)
- I(ntelligence)
- C(ommunication)
- 'PPP' denotes where the ownership will lie for managing the priority, namely police, partners or public.

Evolution

The PACT process is very well established as the preferred model of community engagement throughout Lancashire with its fixed corporate delivery model ensuring equality of access. Citizens from all identified individual communities have access to their regular local PACT meeting and are able to set the agenda and inform the accountable multi-agency policing process. PACT continues in every neighbourhood every month of the year regardless of attendance, crime rates or policing priorities thus ensuring that the process is open and accessible to all.

PACT has naturally evolved whilst staying faithful to its concept, with changes having served to bring the process closer to the community. Many PACT meetings are now constituted and meetings are no longer chaired by the police but by elected community representatives. Local elected councillors, representatives of local environmental, housing and public services are now directly engaged and non-policing priorities of local concern are allocated for action together with policing issues.

PACT has developed to engage with parts of communities where engagement has proved difficult, to ensure everyone has a voice. The PACT process now enables engagement with identified hard to reach groups as appropriate including.

- Polish community
- Imams and mosques
- Muslim women
- Travellers
- Disability and Deaf
- Lesbian, Gay, Bisexual and Transgender

Web Access

PACT has been incorporated into the Constabulary logo and is a key feature of the Lancashire Constabulary website, providing instant access to up to date information for all communities (search by street name or zip code).

<http://www.lancashire.police.uk/>



Website content includes

- Local neighbourhood policing team
- Time, date and location of the next PACT meeting
- Current PACT priorities
- Last month's priorities and outcomes
- Link to Home Office crime maps

Community Confidence

Lancashire Constabulary commissioned a Local Confidence Survey which asked, 'How confident are you in Lancashire Constabulary as a whole?'

The percentage who had confidence in 2010/2011 was 88.1%

POP

Themes relating to POP run throughout the PACT model's history, from the development of the model taking inspiration from the Hopwood Triangle POP through to the PACT POP developing in its own right. PACT has now become intrinsically linked to POP and in Lancashire the PACT process routinely informs the problem identification process, assists with analysis and response and provides a key assessment tool.

Numerous examples of successful POP initiatives and indeed Goldstein submissions can thank PACT for a significant contribution to their success.

The Tilley Award shortlisted 'Ditch the Dealer' originated from an issue of community concern directly identified through PACT.

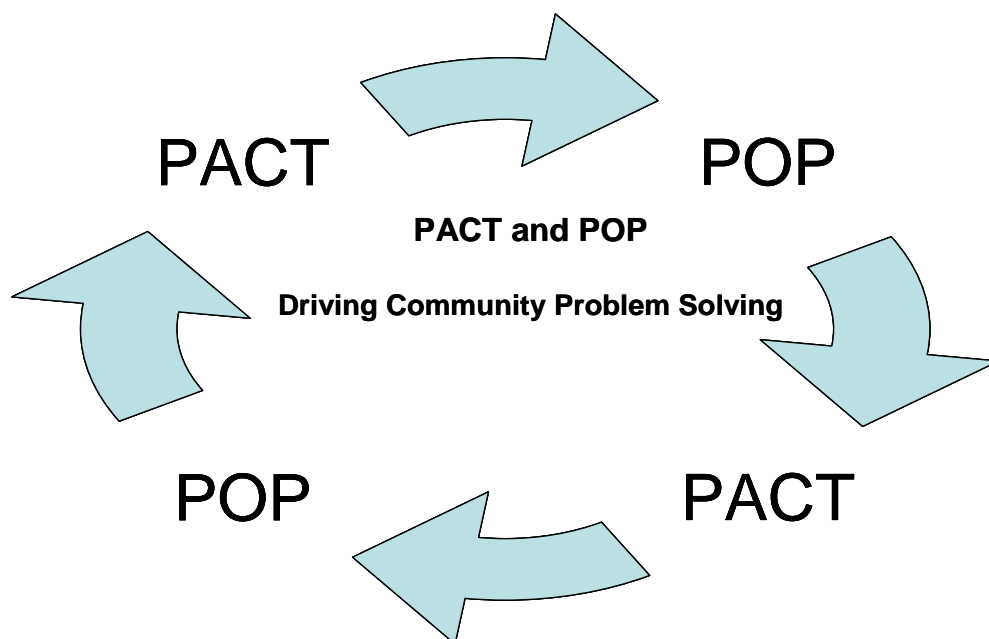
<http://www.popcenter.org/library/awards/tilley/2006/06-51.pdf>

The Tilley award winning 'MOPPIN up dodge' is another example

[http://www.popcenter.org/library/awards/tilley/2007/07-44\(W\).pdf](http://www.popcenter.org/library/awards/tilley/2007/07-44(W).pdf)

Also of note is the 2009 Goldstein finalist Deface, together with many other notable examples.

[http://www.popcenter.org/library/awards/goldstein/2009/09-11\(F\).pdf](http://www.popcenter.org/library/awards/goldstein/2009/09-11(F).pdf)



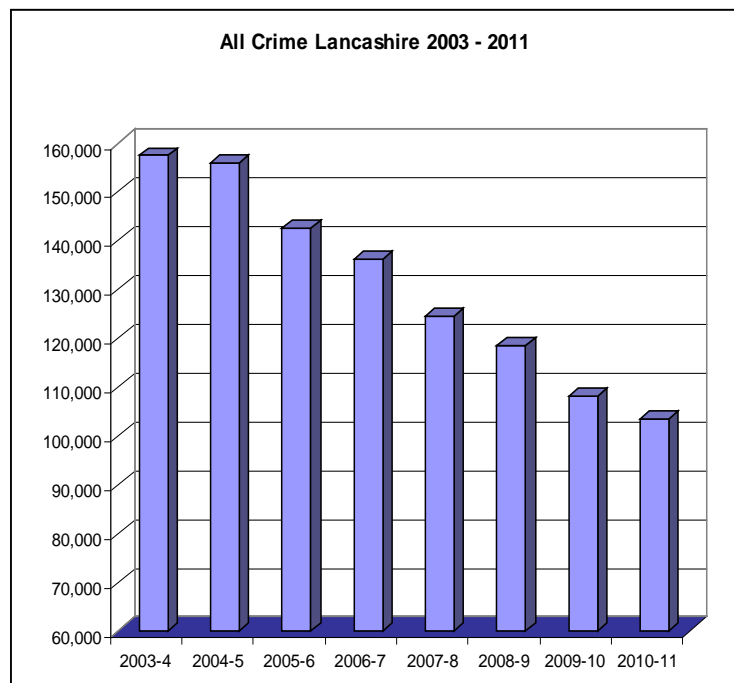
Crime and Anti-Social Behaviour

Together with enhanced community engagement, the initiative set out to identify the issues of concern to communities and drive problem solving and crime performance on their behalf (alongside Government set priorities). With evidenced access through PACT available to all communities, the crime concerns in all neighbourhoods are addressed.

Targeting enforcement and problem solving activity at local neighbourhood level ensures prompt effective action is taken. As many of these local crime issues are comparatively straightforward and limited in their impact solutions are routinely delivered quickly and effectively. The cumulative effect is that the activity has a profound effect on crime performance across the county.

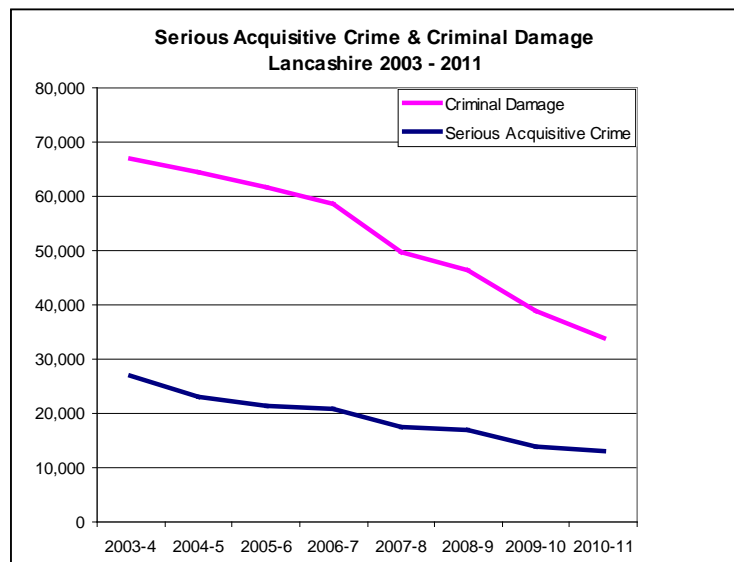
Although there was strong evidence of increased reporting levels of crime and anti-social behaviour arising through enhanced engagement and confidence, this was quickly surpassed by the outstanding performance driven by the process.

The comparison charts of performance show that a massive reduction in all recorded crime was achieved between 2003 and 2011.



Of significance is the fact that an example of a community crime concern, namely Criminal Damage showed dramatic reductions largely due to the sharp local focus brought through PACT.

This performance was even more impressive than the Government set priority of Serious Acquisitive Crime.



Cost implications and savings

PACT was delivered without additional cost to the Constabulary but required strong leadership and commitment from police, partners and communities throughout the county. Significant cost savings were however secured. An example is the savings for Criminal Damage, a crime of high community concern but comparatively low cost per crime impact. Savings in one year for this single crime category totalled \$17,030,460 in 2010-11 alone (compared to 2003-4).

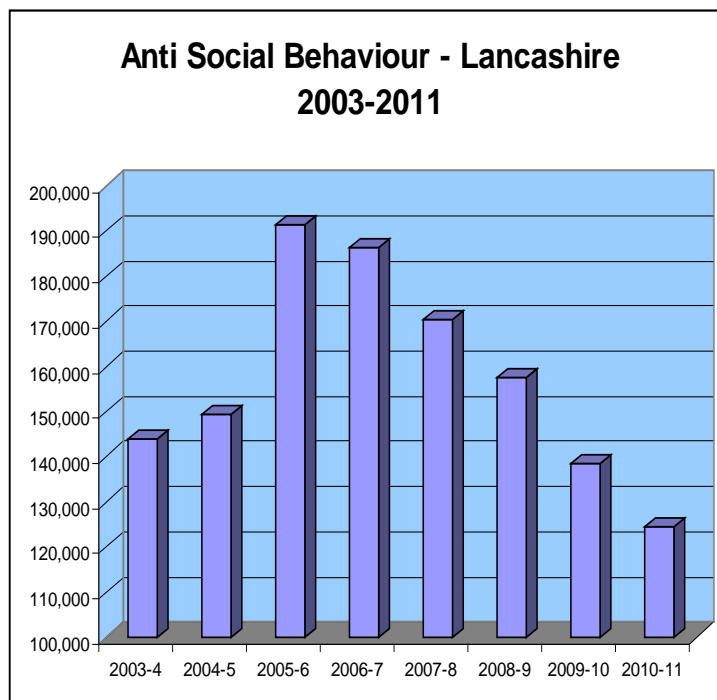
HOME OFFICE Economic & Social Costs of Crime			
Crime Category	Crime Reductions	Cost per Crime	Saving
Criminal Damage	20,613	£510 (\$826)	£10,512,630 (\$17,030,460)

Figures from Home Office Study 217 The Economic and Social costs of crime
<http://rds.homeoffice.gov.uk/rds/pdfs05/rdsolr3005.pdf>
US Dollar exchange rate at 17/05/11 1 GBP = 1.62 USD

The increase in confidence and engagement exhibited itself most clearly in the reporting of incidents of anti-social behaviour.

Sharp increases in reporting were experienced after the county wide launch of PACT.

However since a peak in the crime recording year 2005-6 there have been clear and consistent year on year reductions.



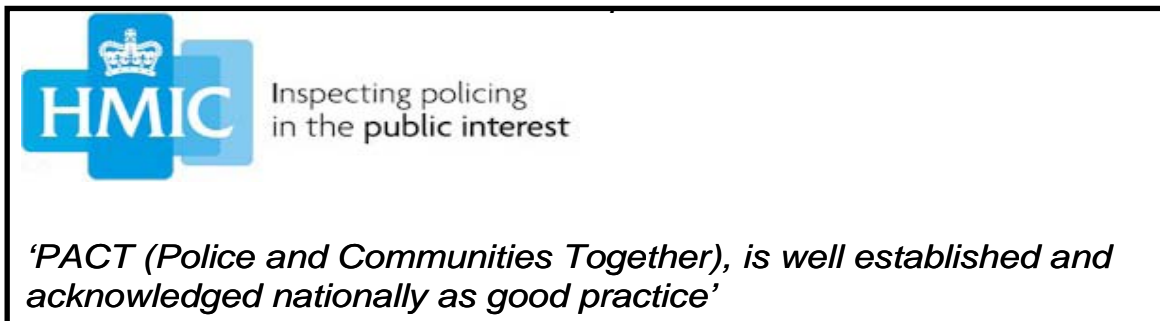
National Census 2011

It is fitting that review of the findings of the 2001 National Census helped inform the PACT POP processes and that now in 2011 the Census identified PACT as the chosen community engagement model throughout England and Wales to deliver information and guidance on completion of the 2011 survey.

National Perspective

The PACT community engagement model has been recognised as best practice and has been widely recognised and adopted by Police forces throughout England and Wales. A simple web search or reference to the policing reports published by HMIC gives an insight into its adoption and success.

<http://www.hmic.gov.uk/Pages/SearchResults.aspx?query=pact>



Conclusion

PACT has delivered a county wide community engagement model which demonstrates Lancashire Constabulary's commitment to problem Oriented Policing and through it has delivered a successful enduring brand, adopted as best practice throughout England and Wales. Working to engage and empower the communities we serve we have worked together to deliver unprecedented crime reduction performance, quality of service, significant cost savings and a population with confidence in its Police.

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Crime Category	Crime Recording Year 2003-4	Crime Recording Year 2010-11	Percentage Reduction
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PACT Police and Communities Together

Appendix 1

Table 1 Population of Lancashire Urban Areas, 2001 – Usual Resident Population

Urban area	All people	Males	Females	Area (hectares)	Density (people/hectare)
Accrington	35,200	17,130	18,070	696	50.6
Adlington	7,790	3,850	3,940	171	45.6
Appley Bridge	5,160	2,590	2,570	115	44.8
Bacup	12,760	6,170	6,590	290	44.0
Banks	3,360	1,640	1,720	117	28.7
Barnoldswick	10,860	5,300	5,560	195	55.7
Blackburn with Darwen	105,090	51,370	53,720	2,449	42.9
Blackpool	142,280	68,740	73,540	3,092	46.0
Bolton-le-Sands	7,010	3,330	3,680	199	35.2
Barrowford	5,260	2,560	2,700	112	47.0
Brierfield	10,050	4,960	5,090	248	40.5
Burnley	73,020	35,390	37,630	1,582	46.2
Burscough Bridge	8,540	4,140	4,400	197	43.3
Carnforth	5,350	2,560	2,790	141	37.9
Caton	2,430	1,150	1,280	67	36.2
Catterall	1,990	980	1,010	48	41.4
Chorley	33,420	16,320	17,100	699	47.8
Church	3,990	1,950	2,040	112	35.6
Clayton-le-Moors	8,290	4,010	4,280	172	48.2
Clitheroe	14,700	7,080	7,620	330	44.5
Colne	20,120	9,640	10,480	374	53.8
Coppull	7,260	3,560	3,800	132	55.0
Croston	2,680	1,300	1,380	66	40.6
Darwen	31,570	15,470	16,100	758	41.7
Earby	5,260	2,600	2,660	99	53.1
Ecclestone	4,710	2,280	2,430	119	39.6
Edenfield	2,080	1,000	1,080	39	53.3
Euxton	7,690	3,750	3,940	168	45.8
Fence	1,590	790	800	38	41.7
Fleetwood	26,840	12,860	13,980	570	47.1
Freckleton/Warton	8,390	4,010	4,380	441	19.0
Galgate	1,580	750	830	35	45.1

Table 1 Population of Lancashire Urban Areas, 2001 – Usual Resident Population

Urban area	All people	Males	Females	Area (hectares)	Density (people/hectare)
Garstang	6,290	3,010	3,280	175	36.0
Goosnargh	1,540	750	790	69	22.3
Great Eccleston	1,650	780	870	46	35.8
Great Harwood	11,220	5,460	5,760	198	56.7
Halton	2,170	1,060	1,110	53	40.9
Hambleton	2,190	1,050	1,150	52	42.2
Haslingden	14,870	7,240	7,640	354	42.0
Higher Walton	5,380	2,610	2,770	109	49.4
Kirkham	10,370	5,180	5,190	215	48.2
Lancaster	45,950	21,900	24,050	835	55.0
Lancaster University	4,160	2,010	2,150	29	143.3
Langho	2,010	990	1,020	53	38.0
Leyland	37,100	18,130	18,970	887	41.8
Longridge	7,490	3,600	3,890	154	48.6
Longton	12,520	6,080	6,440	410	30.5
Lytham St Annes	41,330	19,330	22,000	1,250	33.1
Mellor	2,400	1,150	1,250	224	10.7
Morecambe	49,570	23,470	26,100	1,302	38.1
Nelson	29,000	14,160	14,840	464	62.5
Newton with Scales	1,590	770	820	33	48.1
Ormskirk	23,390	10,970	12,420	600	39.0
Oswaldtwistle	12,530	6,120	6,410	215	58.3
Padiham	11,090	5,330	5,760	205	54.1
Parbold	2,700	1,270	1,430	83	32.6
Poulton-le-Fylde	19,480	9,100	10,380	779	25.0
Preesall	4,780	2,210	2,580	125	38.3
Preston	184,840	90,090	94,740	4,227	43.7
Rawtenstall	21,800	10,580	11,220	490	44.5
Read	2,280	1,110	1,160	83	27.4
Rishton	7,350	3,630	3,720	105	70.0
Skelmersdale	39,280	18,890	20,390	983	40.0
Tarleton	8,210	4,080	4,130	379	21.7
Thornton/Cleveleys	31,160	14,670	16,490	897	34.7
Whalley	3,230	1,500	1,730	88	36.7
Whitworth	5,670	2,820	2,860	127	44.7
Wymott	1,550	1,370	180	81	19.1

Table 1 Population of Lancashire Urban Areas, 2001 – Usual Resident Population

Urban area	All people	Males	Females	Area (hectares)	Density (people/hectare)
Urban agglomerations^[1]					
Accrington	71,220	34,660	36,560	1,392	51.2
Blackburn/Darwen	136,650	66,830	69,820	3,207	42.6
Blackpool	261,090	124,700	136,390	6,586	39.6
Burnley/Nelson	149,800	72,660	77,140	3,027	49.5
Lancaster/Morecambe	95,520	45,370	50,150	2,138	44.7
Preston	264,600	129,660	134,940	6,062	43.7
Rossendale	49,430	23,990	25,440	1,134	43.6

Source ONS: 2001 Census of Population

[1] Urban Agglomerations defined as follows:

Accrington: Accrington/Church/Clayton-le-Moors/Great Harwood/Oswaldtwistle

Blackburn/Darwen: Blackburn/Darwen

Blackpool: Blackpool/Fleetwood/Lytham St Annes/Poulton-le-Fylde/Thornton/Cleveleys

Burnley/Nelson: Barrowford/Brierfield/Burnley/Colne/Nelson/Padiham

Lancaster/Morecambe: Lancaster/Morecambe

Preston: Chorley/Euxton/Leyland/Preston/Wymott

Rossendale: Bacup/Haslingden/Rawtenstall

Appendix 2

Lancashire County

national STATISTICS indicators from the 2001 Census.



Population

	Value			
Total number of people	1134974			
Males	550533			
Females	584441			
Aged 0 to 15	232012			
Aged 16 to 74	814434			
Aged 75 and over	88528			
	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Percentage change since 1991	1.7%	2.5%	-	-
Density				
Number of people per hectare	3.9	3.4	-	-

People, Places and Families

Marital status (all people aged 16 and over)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Single people (never married)	27.3%	30.1%	-	-
Married or re-married people	52.7%	50.9%	-	-
Separated or divorced	11.0%	10.6%	-	-
Widowed	9.0%	8.4%	-	-
Transport (all households)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Households without car/van	25.1%	26.8%	-	-
Household with 1 car or van	45.4%	43.8%	-	-
Household with 2 or more cars/vans	29.6%	29.4%	-	-
Composition (all households)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
One person households	29.3%	30.0%	-	-
Married couple households	38.2%	36.5%	-	-
Cohabiting couple households	8.0%	8.3%	-	-
Lone parent households:				
with dependent children	6.7%	6.5%		
with non-dependent children only	3.0%	3.1%		
All other households	14.9%	15.6%	-	-

Ethnicity and Religion

Ethnic Group (all people)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
White	94.7%	91.3%	-	-
Largest minority ethnic group(s)	Pakistani (2.3%) Indian (1.3%)			
Place of birth (all people)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Born in UK	95.3%	91.1%	-	-
Born elsewhere in EU (inc Rep Ireland)	1.4%	2.3%	-	-
Born outside EU	3.3%	6.6%	-	-
Religion (all people)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Christian	78.3%	71.7%	-	-
Buddhist	0.1%	0.3%	-	-
Hindu	0.5%	1.1%	-	-
Jewish	0.1%	0.5%	-	-
Muslim	3.4%	3.0%	-	-
Sikh	0.1%	0.6%	-	-
Other	0.2%	0.3%	-	-
No religion	10.4%	14.8%	-	-
Religion not stated	6.8%	7.7%	-	-

Health

(All people)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Limiting long-term illness	20.2%	18.2%	-	-
General health 'not good'	10.4%	9.2%	-	-
People providing unpaid care	10.9%	10.0%	-	-
Providing unpaid care 50 or more hrs/wk	2.3%	2.1%	-	-

Work

Status (all people aged 16-74)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Employed	59.6%	60.6%	-	-
Unemployed	2.9%	3.4%	-	-
Long-term unemployed	0.8%	1.0%	-	-
Student (economically active)	2.8%	2.6%	-	-
Retired	15.0%	13.6%	-	-
Student (economically inactive)	4.5%	4.7%	-	-
Looking after home/family	5.5%	6.5%	-	-
Permanently sick or disabled	6.8%	5.5%	-	-
Other inactive	2.9%	3.1%	-	-
Travel to work (all people aged 16-74 in employment)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Travel to work by car	68.6%	61.5%	-	-
Travel to work by public transport	6.9%	14.5%	-	-
Qualifications (all people aged 16-74)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Qualifications at degree level or higher	17.6%	19.8%	-	-
No qualifications	30.1%	29.1%	-	-

Housing

(All households)	Value	E&W avg	Eng & Wal Rank/376	Regional Rank/43
Number of households with residents	468868	-	-	-
Number of people per hectare	3.9	3.4	-	-
Average household size	2.37	2.36	-	-
Vacant household spaces	4.2%	3.2%	-	-
Owner-occupied	76.2%	68.9%	-	-
Without central heating	12.0%	8.5%	-	-
Without own bath/shower & toilet	0.3%	0.5%	-	-
Overcrowding indicator	4.5%	7.0 %	-	-

Appendix 3



HMI Roger Baker: Overall assessment

Lancashire Constabulary is one of the strongest performing forces in England and Wales. It costs slightly more than its peer forces but employs more police officers and police community support officers (PCSOs) and delivers a high level of performance.

The force polices a large area with 125 miles of coastline, including busy seaports, and a population of approximately 1.5 million living in a mix of urban and rural areas. The east of the county has a large concentration of Asian heritage community.

Lancashire is considered to be a 'beacon force' in both neighbourhood policing and in delivering the Policing Pledge commitments to the public and was the only force in the country to be graded as 'Exceeds the standard' for neighbourhood policing. Its community engagement process, PACT (Police and Communities Together), is well established and acknowledged nationally as good practice.

The force has achieved significant reductions in crime over a number of years and has increased detection rates, especially for burglary and robbery. Its serious sexual offences sanction detection rate is well above peer average. The number of anti-social behaviour (ASB) incidents reported across Lancashire has decreased in recent years and public confidence continues to rise and is amongst the highest in the country.

Lancashire is the only force to be awarded a grade of 'Excellent' for local crime and policing.

There are still areas for improvement. The force must reduce the number of people killed or seriously injured on its roads and the distribution and supply of drugs is a continuing threat. Operation Nimrod is targeted at stamping out drug markets. The force works closely with other agencies - such as councils - to identify locations and property used for drug activity in order to take joint action.

Lancashire deals effectively with ASB and has systems in place to identify repeat and vulnerable victims.

Lancashire's proven ability to grip and solve problems when they arise generates confidence that it will be successful in improving its weaker areas.

Overall picture

Lancashire Constabulary is the best performing force in England and Wales in delivering local crime and policing, and is rated 'Excellent' by HMIC.

Local policing is delivered by 231 Neighbourhood Policing Teams (NPTs) serving across the county. The force has both reduced the number of crimes committed and increased the number of crimes solved, especially those of burglary and robbery. Offences of house burglary and vehicle crime are both at historically low levels and the force's message to its communities is that the people of Lancashire are "safer than ever before".

Lancashire deals effectively with ASB and incidents have dropped in recent years.

Neighbourhood Policing

Neighbourhood Policing aims to improve public confidence and victim satisfaction, reduce fear of crime and resolve local problems of less serious crime and anti-social behaviour.

In 2008, HMIC found that Lancashire Constabulary was 'Exceeding' the agreed National standards for Neighbourhood Policing. Every neighbourhood in Lancashire has a dedicated NPT. NPTs are visible and accessible within their communities, and are rarely taken away from their neighbourhood for other duties.

A main mechanism for engaging with communities - Police and Communities Together - is well established and acknowledged nationally as effective and good practice.

What does the force do well?

Lancashire Constabulary is a top performer in how it delivers citizen-focused policing.

It consistently delivers a high quality service, with a specific emphasis on:

- understanding what communities want and need;
- achieving high levels of public satisfaction; and
- inspiring confidence and trust in local communities.

Staff throughout the organisation are evidently proud of their success in delivering a consistently good service.

The force's strong focus on quality drives it to seek improvement.