



HM Government

Serious and Organised Crime Local Profiles: A Guide

November 2014

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Produced by the Home Office in collaboration with the Police,
College of Policing, National Crime Agency and Local Government Association



Home Office



College of
Policing



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Home Secretary Foreword



Serious and organised crime costs the UK more than £24 billion a year and is a threat to our national security. But as well as threatening our economy, our security, the security of our borders, and the private sector, it causes untold misery in communities up and down the country.

There are over 5,500 criminal groups affecting the UK today, with more than 36,000 people engaged in these activities. Organised crime means drugs are trafficked into this country and sold on our streets, illegal guns and other weapons end up in the hands of criminals, and counterfeit goods such as fake medicines are sold.

I have been clear that we must step up the fight against serious and organised crime substantially. In October 2013 I launched the National Crime Agency, a new organisation with the power to coordinate and task law enforcement organisations and assets. On the same day as the agency was launched, we published the Government's Serious and Organised Crime Strategy to drive our collective and relentless response.

This response must not only be national, it must take place at a local level too. So we have strengthened Regional Organised Crime Units so that they can work alongside the National Crime Agency and their local police forces. The response also requires focused and coordinated action by local partnerships, which can bring together the information and powers of a wide range of local agencies.

Such partnerships need to be informed by the profile of the serious and organised crime threat in their locality. We have seen the difference such profiles have made to efforts to counter radicalisation and terrorism. Just as Counter Terrorism Local Profiles can help demonstrate the threat, vulnerability and risk from radicalisation within a local area, so too Serious and Organised Crime Local Profiles can outline those areas in relation to organised crime. They will support local serious and organised crime partnerships in developing multi-agency action plans for tackling serious and organised crime, aligned to the four Ps (Pursue, Prevent, Protect and Prepare) of the strategy.

This guidance has been written for, and in consultation with, the police and local partners who should use Local Profiles to inform their local programmes of activity. It sets out principles to encourage a consistent approach, particularly around the sharing of Local Profiles. Partners, including the police and the NCA, should work collaboratively and share their expertise and experience to ensure that the Local Profile meets the needs of local partnership arrangements.

I trust that all those working locally to fight serious and organised crime will find Local Profiles invaluable to their response.

A handwritten signature in black ink, appearing to read 'T. May'.

The Rt Hon Theresa May MP
Home Secretary



Introduction

1.1 In its National Security Strategy in 2010 the Government made clear that serious and organised crime (SOC) is a national security threat which needs an effective cross-government and law enforcement response.

1.2 Serious and organised crime includes: trafficking and dealing in drugs, people, weapons and counterfeit goods; sophisticated theft and robbery; fraud and other forms of financial crime; and cyber crime and cyber-enabled crime. It also includes modern slavery and child sexual exploitation.

1.3 Law enforcement agency estimates tell us that over 30,000 people are engaged in serious and organised crime in this country, operating in over 5,000 groups. We think that the cost to government from their activities is at least £24 billion each year and likely to be very much more.¹ That figure does not include costs to the private sector: to protect itself from serious and organised crime the financial sector alone spends £10 billion each year.

1.4 In 2010 the Government made a commitment to develop a new national law enforcement organisation – the National Crime Agency (NCA) – to co-ordinate work against serious and organised crime in this country. The NCA was launched in 2013.

1.5 At the same time the Government published a new strategy to deal with serious and organised crime which was agreed by all the ministers represented at the National Security Council. The strategy and a high level summary are available online at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/248646/Serious_and organised_crime_strategy_pamphlet.pdf.

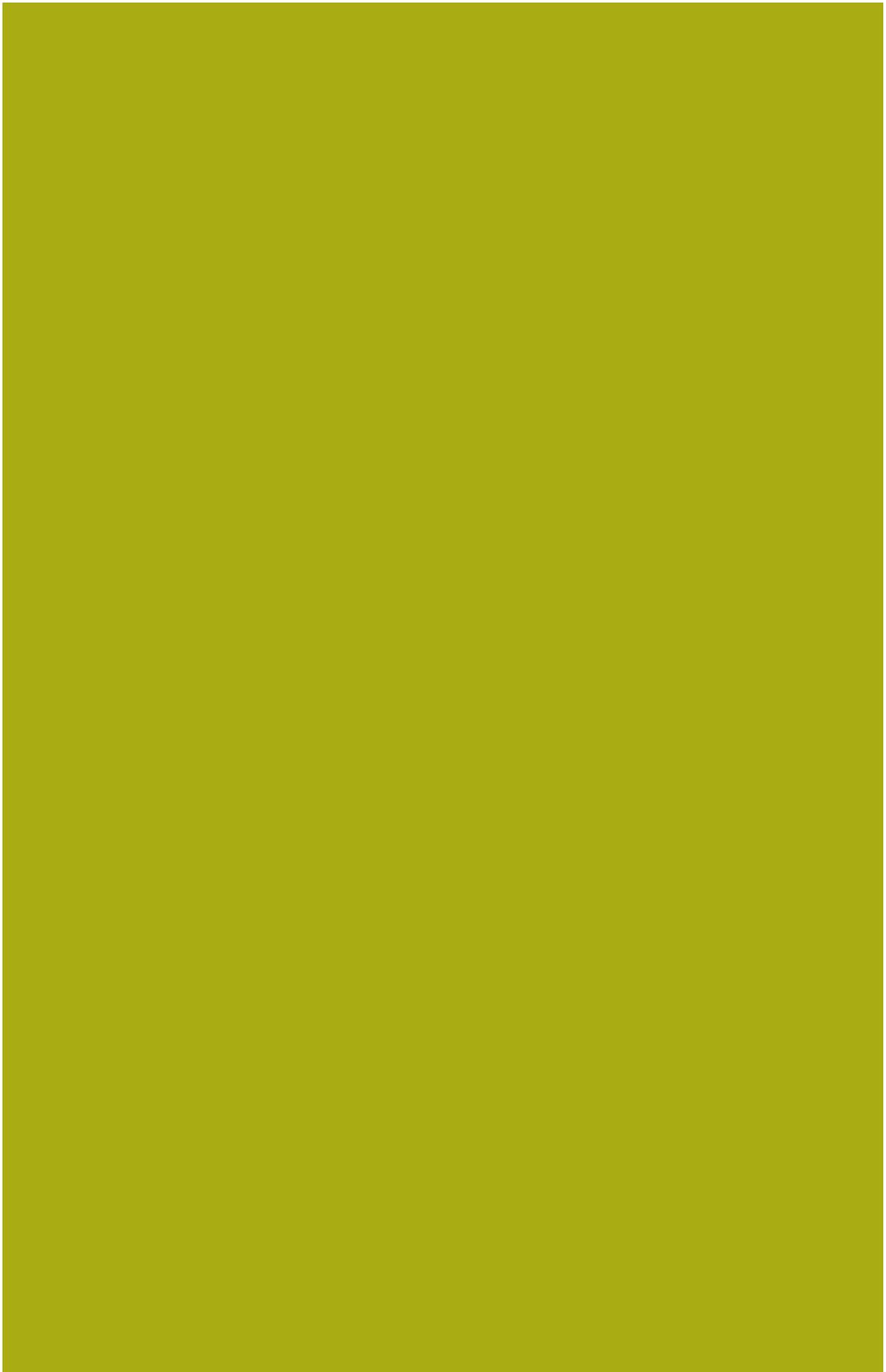
1.6 The strategy deliberately uses the framework developed for counter-terrorist work and has four main objectives (the 4Ps):

- **PURSUE:** prosecuting and disrupting people engaged in serious and organised crime;
- **PREVENT:** preventing people from engaging in serious and organised crime;
- **PROTECT:** increasing protection against serious and organised crime;
- **PREPARE:** reducing the impact of this criminality where it takes place.

1.7 The strategy starts from an important assumption. Neither the police nor the NCA on their own can tackle the breadth and complexity of the threat from serious and organised crime.

1.8 Like other threats to our national security, serious and organised crime requires a response across the whole of government, and close collaboration with the public, the private sector and with many other countries.

¹ Home Office (2013) *Understanding organised crime: Estimating the scale and the social and economic costs*, www.gov.uk/government/publications/understanding-organised-crime-estimating-the-scale-and-the-social-and-economic-costs



Purpose of this document

2.1 This guidance provides an overview of the development, distribution and effective use of Local Profiles on serious and organised crime.

2.2 Police forces will continue to conduct most law enforcement work on serious and organised crime. They should be supported by new local, multi-agency partnerships, including representatives from local authorities, education, health and social care, and Immigration Enforcement. The effect must be to ensure that all available information and powers are brought to bear locally against serious and organised crime.

2.3 These local partnerships will need a common understanding of the threat from serious and organised crime and how it impacts upon local communities. Reflecting relevant learning from counter-terrorism (notably the development of what are known as Counter-Terrorism Local Profiles or CTLPs) and existing good practice in serious and organised crime, we want police forces and the NCA to develop and share Local Profiles of serious and organised crime.

2.4 CTLPs have been produced since 2009, and have been subject to a comprehensive national review of their production and delivery process as well as a stakeholder survey.² The review identified both examples of good practice and key areas for improvement. The findings were positive and provide a useful evidence base

for the content of this guidance. Key findings were that CTLPs:

- are a useful and engaging resource and a catalyst for closer partnership working and local action;
- are generally well received and valued, and briefings are – and should – become ‘business as usual’ for many force areas;
- need to contain information that is relevant, up to date and localised;
- should provide practical recommendations that partners can own and progress; and
- should be shared more widely and with greater consistency.

2.5 This guidance is aimed particularly at the police and local partnerships that should be using Local Profiles to inform their action plans to tackle serious and organised crime. It should also be shared with other serious and organised crime partners where appropriate. Much of the information it contains will also be helpful to non-Home Office police forces, other enforcement agencies and partners in devolved administrations which are responsible for reducing the level of serious and organised crime.

² National Counter-Terrorism Local Profile Review (December 2009) and Ipsos Mori (January 2010)

Key Principles of a Local Profile

What is the purpose of a Local Profile?

Local Profiles should inform local multi-agency partnerships, in particular police and crime commissioners, policing teams, local authorities and other relevant partners (such as education, health and social care and Immigration Enforcement), of the threat from serious and organised crime and the impact it is having on local communities.

What is a Local Profile and how should it be used?

Local Profiles should be produced for each police force area – or more locally as dictated by local conditions and requirements. They should be used to: develop a common understanding among local partners of the threats, vulnerabilities and risks; provide information on which to base the local response and local action plans; support the mainstreaming of serious and organised crime activity into day-to-day policing, local government and partnership work; and allow a targeted and proportionate use of resources.

Who owns it and what are their responsibilities?

Police and crime commissioners should play a leading role in identifying and establishing the appropriate body to provide strategic leadership and oversight of local activity to tackle serious and organised crime ('the local multi-agency partnership'). This may be an existing group (such as a Community Safety Partnership) or a newly formed group. Chief Constables should identify a senior Police Lead in their force to have overall responsibility for the production of the Local Profile. A named representative from the Neighbourhood Policing Team and other key partners should also be identified to assist in the production.

Commissioning

While Local Profiles should be written locally by the police, commissioning meetings with local partners should help to: further understand each others' needs; encourage shared ownership of the issues raised; bring together a wide range of information and data sets that can help enhance the content; and identify timescales and milestones.

Producing

The team should not work in isolation but, instead, be proactive in engaging those who are best placed to inform Local Profiles. Examples of data sources that might be included in a Local Profile are: Organised Crime Group (OCG) Mapping; Fraud and Cyber Crime Profiles; neighbourhood profiles and maps; local authority demographic data; Troubled Families Data; and immigration data.

Sharing

The local multi-agency partnership should be consulted on the content, direction and use of the Local Profile at an early stage. To enable the Local Profile to be shared with partners we recommend that it should be produced at OFFICIAL classification. Any decision to share the content of the Local Profile wider than the local partnership group must be agreed by the owner of the Local Profile. Partners should have a feedback mechanism to discuss issues on the content of the Local Profile.

Delivering

Actions derived from the recommendations of the Local Profile should feed into the local multi-agency programme of action. The Policing Lead or other suitable police representative should attend the local partnership group meetings to monitor the progress of the recommendations, deliver and receive information, and provide advice and guidance. They should also be responsible for feeding back any issues from local partners to other law enforcement agencies.

What is a Local Profile and how should it be used?



What is a Local Profile?

3.1 A Local Profile is a report that outlines the threat from serious and organised crime within a specific local area. As a minimum, Local Profiles should be produced at force level but it may be decided that it would be most effective for them to cover even more localised areas (for example, in larger forces these might be at local authority, Borough Operational Command Unit, Basic Command Unit (BCU) or Community Safety Partnership (CSP) level). Local discretion should be used to determine what would work best within the police force area.

3.2 The aims of a Local Profile are to:

- develop a common understanding among local partners of the threats, vulnerabilities and risks relating to serious and organised crime;
- provide information on which to base local programmes and action plans;
- support the mainstreaming of serious and organised crime activity into

day-to-day policing, local government and partnership work; and

- allow a targeted and proportionate use of resources.

3.3 A Local Profile is a strategic document and does not provide a complete assessment of activity in an area. It should therefore be read in conjunction with other available information to produce a more complete overview of the risks in the area.

What should a Local Profile include?

3.4 Although the content of each Local Profile will vary according to local need, it should:

- describe local serious and organised crime activity linked to:
 - the trafficking of drugs, people and firearms;
 - organised illegal immigration;
 - modern slavery;

- large-scale and high-volume fraud and other financial crimes;
- counterfeit goods (including medicines);
- organised acquisitive crime;
- cyber crime; and
- child sexual exploitation;
- include a narrative that describes the interrelationships between these threats (the ‘criminal markets’) and focuses on local community impact;
- describe priority locations, vulnerabilities and the factors that contribute to those vulnerabilities;
- consider the drivers and pathways of serious and organised crime, including links between families and associates, and wider social factors;
- consider wider factors linked to community tension, and links to other forms of criminality including those perpetrated by urban street gangs, and any links to terrorism; and
- inform the production of a local multi-agency action plan which is aligned to the 4Ps of the Serious and Organised Crime Strategy.

3.5 Some other areas that a Local Profile might cover include:

- the national picture and variations;
- cross-boundary issues – the Local Profile might present an opportunity to raise some of the issues that cut across BCU, local authority, force, county or even regional boundaries;
- an international perspective – this might include information from ports and Border Force on national and international migration and demographics. It might include information on foreign national

offending in the area. It may be useful to consider how the Local Profile can help to provide an understanding of communities at a national and international level; and

- key enablers of serious and organised crime – including the use of corruption and false or stolen identities by criminals in this area.

Basic principles of this guidance

3.6 The most effective way of reducing serious and organised crime is to bring the information and powers of a wide range of agencies to bear against it.

3.7 All Local Profile authors should be provided with the necessary support and leadership by senior partners, and additional advice as needed from the Regional Organised Crime Units (ROCU), the NCA and National Policing Leads, to ensure that the Local Profile product is fully able to articulate threat and vulnerability in the local area.

3.8 All forces should have in place a local partnership structure with a clear role and responsibility for tackling serious and organised crime. The local partnership should govern a programme of sustainable delivery emanating from the Local Profiles that ensures a clearly defined, targeted and proportionate approach to managing threat and vulnerability in the local force area.

How the Local Profile should be used by local partnerships

3.9 The Local Profile should be used to brief local multi-agency partnerships (which should include, among others, representatives from local authorities, education, health and social care, and Immigration Enforcement) and other policing

and law enforcement teams on the threat from serious and organised crime within a specific local area.

3.10 It should provide clear recommendations to deal with any identified threats, vulnerabilities and risks. It should include appropriate background and contextual information so that recommendations can be translated into local actions. These should be considered by local partners so that an appropriate course of action can be instigated. The local partnership should develop the recommendations into an agreed set of actions with timescales, milestones and named owners. This should be used to inform the local serious and organised crime programme of actions to ensure that recommendations are acted upon locally by partners.

3.11 An effective Local Profile process should provide a framework that supports and enables lawful, necessary, proportionate, secure and accountable information sharing. As structures, processes and relationships develop, Local Profiles should start to become a shared assessment of risk that informs local partnerships' strategic approach to reducing the level of serious and organised crime.

3.12 Our expectation is that the Local Profile should be shared widely and contain sufficient information to help partners understand the serious and organised crime threat in their area and how it affects them. Partnership consideration of the totality of available information is vital. Information needs to be interpreted, tested and discussed by partnerships to identify what action needs to be taken and where it needs to be targeted.

3.13 The author of the Local Profile or nominated owner of information is responsible for applying the correct classification to the

document in accordance with guidance on the Government Security Classification system.³ To enable the Local Profile to be shared widely the preferred approach would be for it to be produced as an OFFICIAL document, with the responsibility on owners of the document to gauge how much information can be shared at this level.

3.14 The Local Profile should be stored appropriately and handled in accordance with guidance by all recipients.

3.15 The section on commissioning (page 23) provides further details on how partners should be involved.

A profile of **Norris Green** in Liverpool has been produced by the **CSP, Citysafe**. It brings together information from a range of local partners including law enforcement agencies, the local authority, education providers and Merseyside Fire and Rescue Service. This added value to local partnership working, including community organisations, supporting them to work together to address organised crime and urban street gang activity. A multi-agency action plan was produced by the full range of partners to address the key threats and risks identified in the profile. As a result, there have been significant reductions in serious and organised crime and a real change in the local community. Councillor Barry Kushner commented, "In Scargreen Park of an evening, there are young people skateboarding in the new facility, parents and young adults sitting on the grass and picnic tables and children playing in the play area. Quite a transition from the shooting in 2010."

³ Further details on the Government Security Classification system can be found at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/251480/Government-Security-Classifications-April-2014.pdf



The Local Profile process: Who owns it and what are their responsibilities?

4.1 The Local Profile process should not interfere with established communication channels between police and local partners, but should provide an additional structured system for sharing information about serious and organised crime.

4.2 Multi-agency working is vital to producing an effective Local Profile which will help to inform local action plans. This section explains how partners can support the development and delivery of Local Profiles.

Local Multi-Agency Partnerships

4.3 Local action against serious and organised crime must draw on the information and powers of many agencies and departments.

4.4 There are already innovative and productive local multi-agency partnerships providing police forces with support to deal with organised crime (for example, Operation Challenger in Greater Manchester). These partnerships should become standard practice.

4.5 The precise structure for local multi-agency partnerships to deal with serious and organised crime will vary across the country. In some areas it may be best to adapt an existing group for this purpose (for example, Community Safety Partnerships (CSP) or Gang Management Units).

4.6 A local partnership has a critical role to play in supporting the local community to address the threat of serious and organised crime and considering the wide range of factors that can contribute towards a community's vulnerability to that threat and how to respond. The local partnership therefore has a key role to play in the Local Profile process.



Project Spotlight is a multi-agency partnership that has recently been set up to tackle serious and organised crime in **Dorset**. It will build upon the success of multi-agency operations such as Operation Wiseman, where a number of different bodies including Trading Standards, the Security Industry Authority (SIA), Fire and Rescue Service, Southern Electricity and licensing came together to tackle an organised criminal group involved in the supply of Class A drugs. The group was using a Bournemouth nightclub to launder money and supply drugs. A series of jointly planned activities were carried out using the breadth of powers available to the partners, which resulted in the premises having its licence revoked and its subsequent closure. Six people were arrested and charged with a variety of offences and a key means of money laundering was dismantled. The first meeting of Project Spotlight was held in January 2014. Detective Superintendent Mark Callaghan from Dorset Police commented: “The majority of partners held information on organised crime groups and provided valuable intelligence at this meeting and identified further areas for the force to investigate. I hope that by sharing this information we are able to collectively disrupt these groups and prosecute those involved”.

Salford’s CSP identified threats from gangs and related serious and organised crime. Its response was to launch **Project Gulf**, a local multi-agency, problem-solving approach to tackling serious and organised crime. By co-locating a range of key stakeholders, a significant change was made to the way in which the partnership worked. Rather than an occasional coming together of key partners when faced with a problem, there is an integrated, daily approach which sees partners working together in the same room to tackle criminal activity ranging from benefit fraud and counterfeit goods to violent crime. This work has drawn upon the information and powers of a range of partners, including Salford City Council, Greater Manchester Police, Salford Children’s Services, the NCA, Border Force, Immigration Enforcement, Environment Agency, Greater Manchester Fire and Rescue Service, Driver and Vehicle Licensing Agency, Department for Work and Pensions, SIA, housing associations and HM Revenue and Customs. As a result, millions of pounds worth of drugs, firearms and cash have been seized and lengthy convictions secured. Since 2012 overall custodial sentences handed down to organised criminals in Salford have exceeded over 258 years in prison. Don Brown, Assistant Director Salford City Council said “By taking so many of these gang members off the streets and seizing huge quantities of drugs and other items associated with criminality, we have made massive inroads into disrupting these criminal networks and as a result, Salford is a safer place to live and work.”

Police Forces



4.7 Most of the operational work against serious and organised criminals in this country will continue to be conducted by police forces. Police teams responsible for organised crime, police intelligence assets and other specialist units will continue to be vital and, in numerical terms, police resources to tackle serious and organised crime will continue to outnumber significantly those of local partners. But the police and NCA cannot tackle serious and organised crime alone. They will need a close and collaborative relationship with local partnerships.

4.8 Chief constables will need to assure themselves that sufficient capabilities are available at force level to respond to the threat, risk and harm posed by serious and organised crime in their force areas, in accordance with the Strategic Policing Requirement (SPR).⁴

4.9 Police forces will have overall responsibility for the production of the Local Profile. It will usually be owned by a named individual in the force who will also have the control and understanding of serious and organised crime operational activity in

a force area. The individual will ensure that the Local Profile is delivered on time, to an acceptable standard, and that local partners are consulted closely during the production process.

4.10 BCU/Local Policing Unit (LPU) commanders or their designated representatives are well placed to:

- provide advice concerning the local parameters of the Local Profile and provide local information, for example neighbourhood profiles;
- support the delivery of key milestones along the Local Profile process;
- ensure that key BCU/LPU staff are identified and committed to support the Local Profile production team in relation to the data collection plan and local infrastructures;
- act as a conduit between the local authority, policing structures and operational tasking within each BCU/LPU; and
- work in partnership with the local authority and other partners to use the Local Profiles to inform the local programme of action.

4.11 Representatives from police force crime teams are well placed to:

- provide local tactical advice to deter and disrupt;
- share intelligence within forces and with partners to allow agencies to influence and disrupt organised crime group behaviour by alternative means within their control;
- support local partners in enforcement initiatives, where police resources and expertise can enhance, for example, a Trading Standards intervention, to allow more ambitious intervention and search plans;

⁴ Available at: www.gov.uk/government/publications/strategic-policing-requirement

- commission expert assistance for enforcement and intervention activities from external partners; and
- build knowledge and confidence in Safer Neighbourhood Teams to deter and disrupt organised criminals at the street level.

4.12 Regionally it may be agreed that assistance and support in the production of Local Profiles will be provided by ROCUs. As a minimum the ROCUs would be expected to:

- support local police forces in their region to produce Local Profiles by co-ordinating the gathering and sharing of relevant intelligence, including through the input of their Government Agency Intelligence Network (GAIN) co-ordinator; and
- help provide context in the Local Profiles on cross-force boundary issues.

In 2013 the **East Midlands Special Operations Unit** worked with the NCA to produce Local Profiles of serious and organised crime for each of the five forces in its region. These profiles provided summaries of the impact of organised crime on local communities, including crime types, residency, companies, external impacts and organised offenders, highlighting proportionate and disproportionate factors when compared with the regional and national picture. Data contained in the reports was taken from various open and closed data sources such as OCG Mapping, population statistics from the Office for National Statistics and data on local government websites. The profile also explains the mapping process for OCGs, allowing readers to understand the terminology used, for example ‘mapping bands’ and ‘response tiers’.

Police and Crime Commissioners



4.13 PCCs work to ensure the provision of effective and efficient policing, and consult with the public/are the voice of the people on policing matters. They should agree how local activity on serious and organised crime ought to be included in their plans. They will hold the chief constable to account for the delivery of the policing aspects of the Local Profile within their police force area, specifically that delivery is effective, efficient and makes good use of partnership arrangements. This should include ensuring that, wherever possible, information is effectively shared and supports collaborative working. PCCs will in particular hold the chief constable to account for responding to the national threats set out in the Home Secretary’s SPR. This includes ensuring that forces can access capabilities to identify and understand the threats, risks and harm from organised crime, and that they collect and maintain information that can be shared with others to help tackle these.

4.14 We believe that PCCs should also play a leading role in identifying and establishing the appropriate body through which serious and organised crime should be managed.

It should include representatives from the police, local authorities, education, health and social care, and Immigration Enforcement. The effect must be to bring the full range of powers to bear locally against serious and organised crime.

4.15 To fulfil their duties effectively – including holding chief constables to account for delivery concerning serious and organised crime and ensuring that the force has sufficient resources – PCCs will need to be aware of the local assessment of threat and risk. They are a key recipient of the Local Profile product and should be part of the readership to ensure that they can hold the police to account for delivery on behalf of the communities that they are elected to represent. Representation, in some cases, may be appropriate at the commissioning meeting. Local Profiles will assist local policing bodies specifically in:

- focusing on key risk areas;
- effective and informed challenge of the force on delivery of activities to tackle serious and organised crime – the content of the Local Profiles should help to put the response of the force into context;
- decision making on resourcing specialist functions;
- monitoring the potential community impacts of policing;
- enabling the local policing body to encourage involvement of strategic partners in serious and organised crime delivery;
- directing consultation and engagement activity with the public concerning serious and organised crime;
- providing evidence that the force is taking a measured and progressive stance, for

example that information is being shared and threat levels monitored; and

- where bodies are involved in local partnerships, ensuring that partners consider the Local Profiles in their action planning processes.

National Crime Agency



4.16 The NCA will develop and bring together intelligence on all types of serious and organised crime, prioritise crime groups according to the threats they present (known as OCG Mapping data) and, in conjunction with Policing Leads, co-ordinate and support the operational response.

4.17 The NCA should work in close collaboration with police partners to develop and share Local Profiles of serious and organised crime. In particular they should be able to provide forces with any intelligence or information relevant to a Local Profile. This should include nationally held data such as OCG Mapping data, relevant threat assessments and context to local threats including on national and international variations and trends.

Home Office Team in Wales

4.18 The Home Office Team in Wales works closely with the Welsh Government in

taking forward non-devolved crime matters, ensuring that, where appropriate, policy development reflects the shared priorities across a range of Government work and that the Welsh context is sustained. The team works with the Welsh Government, police forces, the ROCU and other key stakeholders to support delivery of the Serious and Organised Crime Strategy in Wales. Local Profile owners, local multi-agency partnerships and the Home Office Team will work closely together to agree their role, if any, in the process and identify opportunities where they can add value.

Local authorities

4.19 Local authorities are a key driver at a local level in tackling serious and organised crime. They hold powers (including rights of entry) and information, and are central to facilitating partnership working, offering a gateway to a range of service provision and local partners who may have responsibilities for delivering the Local Profile recommendations and/or may possess information and data relevant in the production of Local Profiles. This may include information such as Troubled Families data, Indices of Multiple Deprivation factors, CSP data and health data. Relevant sections within local authorities may include:

- housing departments, including neighbourhood management offices;
- environmental health and health and safety teams;
- Trading Standards;
- licensing departments (covering alcohol, gambling, taxis, tattoo parlours and other licences as well as local events);
- planning departments;

- council tax and business rates collection departments;
- finance, audit and procurement teams;
- directors of public health;
- registrar services;
- children's services – children's social services, Troubled Families programmes, youth offending services and youth services;
- adult services including adult social workers;
- libraries, museums, leisure centres and parks;
- community safety, ending gang and youth violence, CCTV and engagement officers; and
- waste collections and recycling departments.

In response to increasing local concern about **street gangs and drug dealing**, new partnerships were established in a number of **London boroughs** to further the understanding of the links between urban street gangs, organised crime and local drug markets. Partnership working between key agencies – including the police, local authorities, young people and local community representatives – led to a better understanding of the exploitation of children by local urban street gangs. As a result of this work, a best practice toolkit was produced to help improve the overall effectiveness of the local response.

Elected members

4.20 Local councillors can play a key role in helping to reduce the level of serious and organised crime through their knowledge and relationships in a local area. This includes, for example:

- ensuring that effective partnerships are established and maintained;
- connecting with constituents' concerns and listening to and understanding grievances, whether perceived or legitimate;
- feeding back relevant information (for example, a possible rise in community tensions or allegations of corruption) into their local authority; and
- using their established relationship with the local media to send out key messages about local communities.

4.21 In order to be able to contribute effectively, elected members need to understand how serious and organised crime impacts on their communities. Local Profiles offer a mechanism to inform elected members and allow them to engage more effectively with this work.

4.22 Any decision on sharing the document with elected members must be made at a local level by the Local Profile owner. The sections 'Sharing beyond the local partnership' and 'Vetting' (on page 26) provide further guidance on the key issues to consider when making decisions about sharing the Local Profiles.

Support from other agencies and organisations

4.23 Other agencies and partner organisations will be in a position to offer their support to the creation of the Local Profiles.

HM Revenue and Customs, Border Force and Home Office Immigration Enforcement hold information and intelligence which can provide a richer picture of the criminality in any given area. The most mature Local Profiles will incorporate information held by a wide range of public and private sector organisations.

4.24 Voluntary and community sector organisations also have a valuable role to play in local organised crime partnerships and may hold information that could meaningfully contribute to a Local Profile.

SOC Local Profile

1

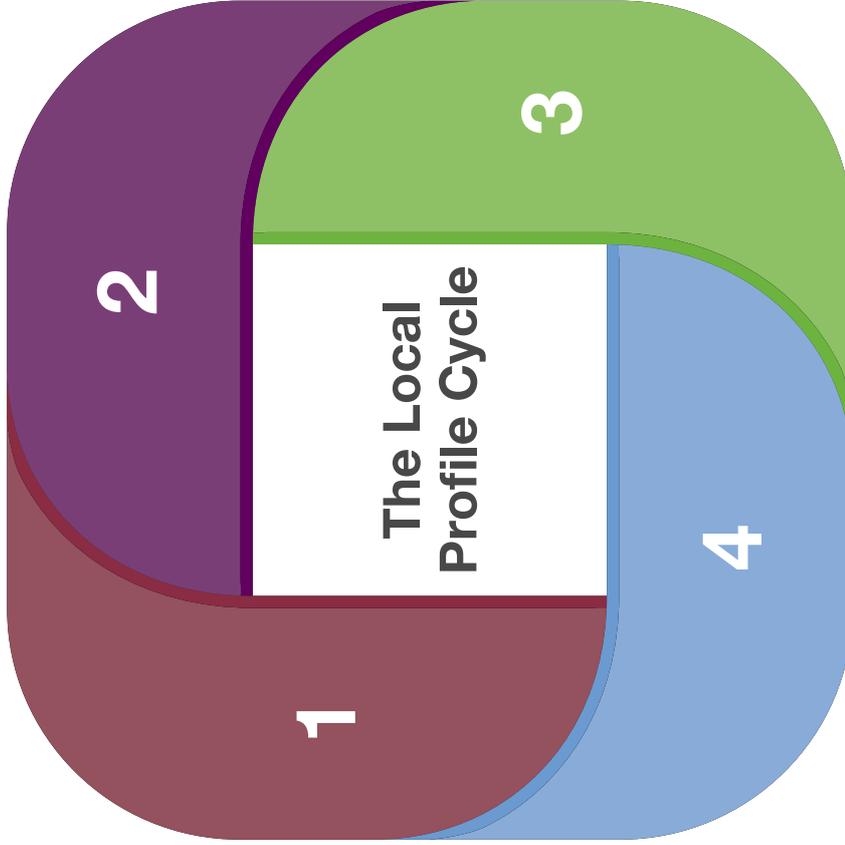
COMMISSIONING

- Meetings with local partners to understand their requirements, to encourage shared ownership and to set parameters for the Local Profile content
- Consideration of available data sets
- Point of contact identified within relevant policing teams and local authorities

4

DELIVERY

- Actions derived from the recommendations should feed into a local multi-agency action plan
- The local partnership should decide how the actions will be addressed
- Ownership of actions should be assigned
- The work of the local partnerships must be reflected in updated Local Profiles. Local Profiles are to be reviewed within a minimum of 12 months



2

PRODUCTION

- Identify and collate data from a range of sources and partners
- Assess the information/intelligence that has been gathered
- Make recommendations based on the assessment
- Consult partners on the content and seek clearance to publish their data
- Publish the Local Profile

3

SHARING

- Local Profile to be shared with the local partnership
- Content to be discussed and actions to tackle the problems/threats identified to be agreed
- Sharing with partners beyond the local partnership may be deemed necessary. If so, approval should be sought from the profile owners/partners

1: Commissioning

4.25 The commissioning stage is likely to consist of a meeting or series of meetings between police and local partners, the purpose of which is to:

- involve local partners, including the local authority, and understand their needs;
- encourage shared ownership of the issues raised in the Local Profile;
- set the parameters and requirements for the content of the Local Profile, including the development of achievable and measurable recommendations aligned to existing partnership activity;
- consider available data sets and identify any information gaps across the partnership;
- identify the appropriate leadership and resources for production and delivery;
- identify timescales and key milestones; and
- discuss methods for sharing the Local Profile, access and retention of copies.

4.26 This stage is important in producing an accurate, informative and relevant assessment which reflects the needs of the Local Profile recipients. The benefit of this is that they can advise on what they would like to see in the Local Profile and bring a range of knowledge and information that can help to enhance the content.

4.27 Failure to engage effectively with partners and provide them with the opportunity to contribute is likely to be a source of frustration later on in the process, for example where a Local Profile identifies information gaps on which a partner already holds the information. This has the potential to undermine partnership arrangements and collaborative working.

4.28 Local Profiles should be commissioned and written locally by the police force. This will help to ensure that the Local Profile reflects local circumstances and context.

4.29 A representative from the relevant policing team and local authority should be included in the commissioning process and become the point of contact to support production of the Local Profile.

2: Producing

4.30 The first stage of production should draw on relevant sources of information from police and partners to produce an assessment for the Local Profile. Her Majesty's Inspectorate of Constabulary (HMIC) produced a report on CTLPs⁵ which identified that a number of forces have data warehousing or hub arrangements with local partners that enable shared access to data. These types of arrangements will help to produce a better picture of risks and vulnerabilities to serious and organised crime in an area.

4.31 Examples of data sources that might be included in a Local Profile are:

- OCG Mapping;
- fraud and cyber crime profiles produced by City of London Police and disseminated to each force;
- neighbourhood profiles and maps;
- local authority demographics data;
- Troubled Families programme data;
- Ending Gang and Youth Violence programme data;
- data on child exploitation;
- foreign national offenders;

⁵ HMIC (2009) *Prevent: Progress and Prospects*, www.justiceinspectors.gov.uk/hmic/media/prevent-progress-and-prospects-report-20090622.pdf

- NCA assessments, including the National Strategic Assessment of Serious and Organised Crime and those on specific threats such as corruption;
- housing and benefits data;
- immigration and demographic data from Border Force/Immigration Enforcement and ports police;
- National Referral Mechanism – a framework for identifying victims of human trafficking;
- local assessments of community tensions and hate crime (for example, Operation Element or local authority assessments);
- urban street gangs by force area;
- local partnership strategic assessments; and
- police data sets.

4.32 This list is not exhaustive and there is likely to be a wider range of information available at a local level.

The National Fraud Intelligence Bureau provides each police force in England and Wales with a **Fraud and Cyber crime Profile** on a quarterly basis. These demonstrate the impact that fraud and cyber crime are having on members of the local community. The report is based on Action Fraud data, intelligence and open source research material, and provides information on fraud and cyber crime types and enablers, victimology and fraud hot spots. Additionally, socio-economic information for the force area is given which, when considered in conjunction with other crime-type data, helps to set the context for the fraud and cyber crime threat assessment. This assessed intelligence is intended to inform decision-making processes and the resulting operational and prevention response. Since the profiles were introduced in 2013, forces have started to incorporate the content into their strategic assessments and use them to direct resource allocation.



4.33 The production team should have an awareness of the intended audience. They should not work in isolation but, instead, be proactive in engaging those who are best placed to inform them of the dynamics of their communities and take into account the needs and remit of their local partners.

4.34 For example:

- engaging with neighbourhood policing staff who are ideally placed to add the local context;
- visiting the local area to improve understanding of the communities and geography of the area and building a relationship with the local authority and local Policing Leads in order to understand their needs; and

- working with local authorities and other partners to collect relevant data sets and ensure that the developing recommendations are clear and tangible.

4.35 The production team should ensure that the language and style used in the Local Profile is appropriate and relevant to partners. Where police and partner interventions and operations are mentioned, the production team should include a brief summary to provide an explanation to partners.

4.36 The Local Profile is intended to be as informative and detailed about the nature of the threat as possible and authors should consider how they present the information, the language and phraseology they use, and the impact it may have. They may, for example, want to consider using maps and visual illustrations of the threat to help improve understanding.

4.37 Example: Concentration of fraud victims within the Thames Valley Police force area.



4.38 The language used to describe any threat and its response needs to be carefully chosen. It must be accurate and sensitive to history, culture and interpretation.

4.39 Local Profiles should be produced and delivered to the local partnership within 12 months of the previous date of delivery. In some cases (for example where there has been a significant change to the threat), it may be considered that the production and delivery is required more frequently.

Birmingham CSP commissioned a profile of serious and organised crime. This set out the threat posed by serious and organised crime in Birmingham and identified opportunities for partner agencies to work together to reduce this threat. The profile contained information on specific organised crime groups, an assessment of the criminality they were involved in and an assessment of intelligence quality and coverage. Additionally, it explored the link between organised crime groups and urban street gangs, mapping the geographical areas in which each were based. The information in the **Local Profile** came from a number of sources including: OCG Mapping; counter-terrorism Local Profiles; and data from the National Ballistics Intelligence Service, Birmingham City Council, Birmingham Drugs and Alcohol Team, and LPUs. West Midlands Police said the Local Profile helped to build local relationships and encourage wider information sharing. They emphasised the importance of all members of the partnership having a clear understanding from the outset of how information and powers should be used.

3: Sharing



4.40 Once the Local Profile has been produced, it should be shared with the local multi-agency partnership (further details on page 15). Members of the partnership should be given their own copies of the Local Profile which they must handle and store in accordance with guidance on Government Security Classifications. In order to do so, we recommend the profile is classified as OFFICIAL.

4.41 The local partnership should discuss the content and agree the most appropriate way to take forward recommendations and actions. The section on 'Delivering' on page 28 provides further details on how we would like the local partnerships to act on this information.

4.42 The Local Profile owner and local partnership should also consider whether there is any benefit in providing further briefing on Local Profiles to other forces or local partnerships that border their particular geographic area or to other areas which are subject to the same or similar threats from serious and organised crime.

Vetting

4.43 Vetting should not be a barrier to sharing information about serious and organised crime. Local authorities, for

example, regularly have access to and handle sensitive data in other areas of crime and disorder. However, it is important that all local partners have proportionate measures in place to minimise the opportunities for corruption and manage the risk of staff or contractors exploiting their legitimate access to their premises, information and staff for unauthorised purposes. The Centre for the Protection of National Infrastructure provides a number of useful tools on personnel security, which are available on its website at: www.cpni.gov.uk/advice/Personnel-security1

Sharing beyond the local partnership

4.44 Individuals with whom the Local Profile will be shared should have been identified at the commissioning stage. However, the local partnership may identify a need to share the content with a wider group. For example, in order to manage their resources and target their activity, local authority chief executives need to understand the scope and magnitude of the threat, vulnerability and risk in their local authority area. They are therefore a key recipient of the Local Profile and should ensure that information is cascaded, where relevant, to other local authority personnel, for example those responsible for integration and/or elected members, where appropriate.

In April 2014, a regional pilot in **Avon and Somerset** was launched to encourage the adoption of a code of safer behaviours to protect vulnerable groups against fraud (online and offline). The **Voluntary, Community and Social Enterprise (VCSE) group**, which includes representation from charities such as the National Council for Voluntary Youth Services, Clinks and Age UK, was engaged at an early stage to seek its guidance on planning the campaign. The VCSE forum allowed the group to engage directly with multiple voluntary sector partners, seeking their views on the plans and messaging. VCSE partners also helped to mobilise and engage local partnerships, brokering introductions into the local networks that have subsequently provided resource and support. As a result, the campaign will be delivered with extensive support from Neighbourhood Watch, Victim Support, Crimestoppers, Trading Standards and Meals on Wheels, ensuring that key messages reach the target audience.

4.45 Wider sharing should help to:

- deliver any actions derived from the recommendations from the Local Profile;
- influence strategic decision making;
- support activity to reduce the level of serious and organised crime, including ensuring that the police and local authority owners of the joint local programme of action have seen the Local Profile;
- promote a shared understanding of threat, risk and vulnerability; and
- engender trust and confidence between partners.

4.46 Proposals for wider sharing of the Local Profile should be fed back to the Local Profile owner with a supporting rationale. This will then go to the local partnership for consideration and approval. The decision must be compliant with guidance on the Government Security Classification system and should be based on whether there is a need for an individual or group to act on the information, the potential community impact and the risk of unauthorised readership.

4.47 Consideration should also be given to the impact the decision might have on the relationship between local partners. The need to share Local Profiles has been emphasised by the National Policing Lead for serious and organised crime. Some examples of methods already being used to share the content include:

- bespoke verbal briefings, which may be general or may focus on particular themes, for example, health or education;
- meetings of local organised crime partnership boards (whose partners are briefed to a suitable level on all the ongoing OCG threats in their area);
- as a consequence of the Home Office initiative to allow local authorities to consider their supplier arrangements in the context of police intelligence about organised crime;
- through local CSPs; and
- in the normal course of inter-agency discussions.

4.48 Police should ensure that partners have a feedback mechanism through to the Local Profile owner to discuss issues on the content of the Local Profile and make any requests regarding extended readership.

4.49 To help further our understanding of the threat and the impact that it is having on local communities, Local Profiles should be

copied to the Regional Policing Leads on serious and organised crime and the NCA.

Freedom of Information Act 2000

4.50 Any freedom of information (FOI) request received concerning Local Profiles should be referred to the relevant internal FOI department which handles such applications. If the information in Local Profiles is protectively marked, the FOI team and other local partners must also consult with the Local Profile owner before any decision on disclosure can be made by the FOI team. Exemptions under the Act will be dependent on the content and should be considered on a case-by-case basis. The Association of Chief Police Officers FOI Central Referral Unit can provide advice from a national perspective: acpo.advice@foi.pnn.police.uk.

4: Delivering

4.51 Embedding the response to Local Profiles in existing partnership work presents the best opportunity for sustainable delivery. Effective delivery will not be possible without full and open engagement.

4.52 Actions derived from the recommendations should feed into the local programme of action and multi-agency partnership groups for progression. The most appropriate existing local partnership structures (which could, for example, be CSPs) should decide how the actions and recommendations should be addressed through a targeted programme of action and how they should be prioritised and analysed to ensure a proportionate response. This should include assigning ownership to the actions and monitoring their progress.

4.53 The Policing Lead or other suitable representative should attend the partnership group meetings to monitor the progress of

the recommendations, deliver and receive information, and provide advice and guidance from a police perspective.

4.54 Partnership delivery is crucial in ensuring that work is undertaken to try to reduce the local threats and vulnerabilities. Serious and organised crime should be routinely considered at partnership meetings and mainstreamed into everyday partnership activity. The work of the partnership group must be fed back into the Local Profile process to inform the updated Local Profile and complete the Local Profile cycle. Consideration should be given to this being done at any time during the 12-month cycle as part of a regular process.

In 2014 **Bedfordshire Police** produced a Local Profile setting out the impact of serious and organised crime on local communities. It included OCG Mapping data and information on a range of crime types, including drugs, firearms, human trafficking and acquisitive crime, supported by local case studies. It was shared widely with local partners, including the CSP, which was persuaded to consider serious and organised crime as part of its core business. 'Developing a Partnership Approach to Tackling Organised Crime' has subsequently been adopted as part of Bedfordshire CSP's strategic and tactical plans, now called **Project Genesis**. The conversion of strategic principles into tactical delivery has been key. To achieve this, Bedfordshire Police have worked closely with community inspectors and local CSP heads to ensure clarity around roles, tasking and allocation of actions. Accountability has been addressed through assigning single points of contact in each partner organisation and providing regular multi-agency performance and outcome updates.

Conclusion



5.1 Local multi-agency partnerships are key to the successful local delivery of the strategy. The NCA and the police have leading roles to play but the breadth of the serious and organised crime challenge in terms of the range of relevant places, communities, institutions and issues, requires a multi-agency approach. An effective partnership will have agreed:

- aims, objectives, priorities and a collective delivery plan, with individual activities/projects clearly assigned to a range of different partners;
- arrangements for oversight, monitoring and accountability;
- a decision-making and commissioning process;
- coverage of geographical areas, institutions and communities; and
- effective mechanisms for shared learning.

5.2 To achieve this, partners need to understand the individual challenge and context of a local area. Many local partnerships will have undertaken a strategic assessment which matches an analysis of the local threat against local vulnerability, thereby giving an indication of the local risk. Local Profiles should be at the heart of this process.

5.3 Local authorities and the police are responsible for ensuring that the local partnership action plan:

- addresses the main objectives (the 4Ps) of the Serious and Organised Crime Strategy;
- is jointly agreed and managed by the police, local authority and other partners;
- is proportionate to the level of threat in the area;
- reflects local needs;

- sets out clear and tangible milestones in tracking progress and sets out a process for evaluation; and
- is fed back into the NCA and Regional Policing Lead to help build a richer picture of the threat.

5.4 The Serious and Organised Crime Strategy is intended to deal with a threat to our national security. It is complex and wide ranging. Many agencies and departments are involved (alongside and in support of the NCA and the police). We intend to track implementation of this strategy very closely: we will publish an annual report on our progress.